ACTIVITIES OF THE ILO,
1968

Report of the Director-General (Part 2)
to the International Labour Conference,
Fifty-third Session, 1969

INTERNATIONAL LABOUR OFFICE
GENEVA, 1969
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PREFACE

Part 2 of my report this year differs somewhat in scope and purpose from previous years' reports.

I have prepared it in such a way that it can serve as a basis not only for the general discussion on my report but also, in conjunction with the Draft Programme and Budget, 1970-71, for the two-day debate in plenary session on programme and budget questions which the Conference instituted at its 52nd Session last year. It is in order to enable this part of my report to serve this dual purpose that I have included in it not only an account of our activities in 1968 but also some brief indications of what is to be done in 1969 and of proposed activities in 1970 and 1971.1 This will, I hope, give the report a clearer focus; it should enable the Conference to give its views on the priority emphases and the balance in the ILO's programme for 1970-71 and even beyond in the light of our activities in 1968 and 1969.

Moreover, the discussion of over-all programme questions by the Conference will be of even greater value this year and in the future in view of the fact that the ILO is to begin planning its activities over a longer period of time. The Office will shortly be engaged in preparing a draft long-term plan for consideration by the Governing Body. This plan will follow the guidelines recommended by the Ad Hoc Committee of Experts to Examine the Finances of the United Nations and the Specialised Agencies which proposed that “in the case of agencies with biennial budgeting, the planning cycle might consist of a two-year programme and budget, a second two-year plan, and a further two-year tentative plan. While the legislative and governing bodies would consider and make recommendations on the plans covering the entire planning cycle, they would actually approve only the programme and budget covering the first two-year period.” 2 As this process gets under way, it will be important for the Governing Body and myself to be able to take into account the views of delegates to the Conference in adjusting or

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1 As regards 1970 and 1971, the information given in this report is based on my programme and budget proposals for those years which are to be considered by the Governing Body at its February-March 1969 session. It cannot reflect the changes which may have been made in my proposals as a result of the Governing Body's discussion, and which will be explained in Report II to the Conference.

extending the long-term plan and in preparing programme and budget proposals for the following two-year period.

Similarly, the Office and the Governing Body will in 1969 begin a new exercise in programme evaluation, and will from time to time conduct in-depth reviews of selected programmes, aimed at determining the success of the various forms of ILO activity under these programmes in attaining the goals which have been set. It may be useful in future years for the Conference to be informed, through Part 2 of my report, of the results of this work.

In essence, therefore, I propose that, while this part of my report should remain a report on activities in the previous year, it should from now on have a "forward-looking" component, and that it should in this way assist the Conference to play its part in the planning and evaluation of the ILO's programmes.

In other respects the presentation of this report remains much the same as in previous years although the material has been somewhat re-arranged; an appendix contains the usual information on action taken on resolutions adopted by the Conference at recent sessions. I would, of course, greatly appreciate having the views of delegates on the new type of report I am presenting this year and propose to present in future years, as well as their suggestions concerning ways in which it could be improved or made more useful to them.
INTRODUCTION

1968 was in many respects a troubled year. In his report to the General Assembly in September 1968 the Secretary-General of the United Nations had to report a "continuing deterioration" in international affairs. Since then, the prospects of peace in Viet-Nam appear, at the time of writing, to have become a little brighter, but in many other regions the situation remains tense and explosive. Although some progress was made in disarmament in 1968, relations between the major powers deteriorated considerably at one stage and this cast its shadow over the hopes for greater East-West co-operation.

Inevitably, the ILO was affected by these events. However, in times of tension such as these the ILO considers it its duty to carry on its normal work wherever possible and to promote international co-operation in fields where its member States (which now number 118 following the admission to membership of the Mongolian People's Republic in 1968) share common interests and common concerns. In this way it can contribute to limiting the areas of conflict and to furthering greater international understanding.

There was tension, too, in the domestic affairs of a number of countries. A widespread movement, in which young people played a leading part, began to call into question the established traditions and institutions of many societies; and the status and position of underprivileged racial and other minority groups became once again the subject of heated debate, and even the cause of open violence, in several countries. These events led us to consider, together with other organisations, how action at the international level could be strengthened to meet the demands and the aspirations of young people and to combat more effectively discrimination based on race, national or cultural origin. These preoccupations will certainly figure more prominently in the ILO's programme in the future.

For the developing countries 1968 was a year of hope and frustration. The one major breakthrough was the development of new strains of high-yield rice and wheat which offer the prospects of relieving and eventually abolishing famine in developing regions and of raising the incomes of farmers and peasants. On the other hand, economic and social progress in other fields was slow, and many of the hopes placed in the Second UNCTAD Conference were severely disappointed. In the
richer countries confidence in growth and stability was shaken by serious monetary difficulties threatening not only the continued prosperity of these countries but also their ability to play their full part in the work of international co-operation for the advancement of the developing nations.

The world's population continued to grow—by about 65 million in 1968 according to United Nations estimates; 82.5 per cent of this increase (54 million) took place in the developing countries. For the latter, this represented an annual increase of 2.2 per cent which, if maintained, would result in a doubling of their population by the year 2000.

The seriousness and the urgency of the economic and social difficulties faced by many countries, rich and poor, make it essential for the ILO and other international organisations to continue their efforts to ensure a more prosperous future for all peoples. The ILO pursued these efforts in 1968. New initiatives were launched, while our more traditional activities were continued or intensified. A full account of these activities will be found in the following chapters; here I will refer only to some of the main highlights of the ILO's action.

**Main Programme Emphases**

For some years past the principal thrust of the ILO's work has been directed at the problems of the developing countries, and this will doubtless continue to be the case for the foreseeable future. In 1968 the main objective of our activities in this respect was to develop plans for a concerted attack on the poverty and misery caused by the waste of human productive capacity; this has resulted in the emergence of the concept of a World Employment Programme, the launching of which is to be the central feature of the ILO's fiftieth anniversary celebrations in 1969, and which will remain the ILO's main contribution to the development efforts of the United Nations system for some time to come.

The task of the World Employment Programme is to make higher levels of productive employment a major goal of national and international policies for economic and social development, and to assist countries in drawing up and implementing plans and policies to achieve this goal. I am convinced that, by pursuing this task as vigorously and as purposefully as possible, the ILO will be making a contribution of very great importance to the drive for economic development, and to ensuring that such development really serves its fundamental purpose—that
of providing higher incomes and living standards for ever wider sections of the world's population.\(^1\)

In 1968 some progress was made in our preparations for the World Employment Programme. In Latin America, where work in drawing up a regional programme of action is more advanced than in other regions, a team of experts in Santiago de Chile has been engaged in the first fact-finding stage of its operations. The Sixth Asian Regional Conference, meeting in Tokyo last September, adopted proposals for a similar programme of action in the Asian region. And proposals will be put to the Third African Regional Conference which is to meet in Accra in December 1969 for the preparation of a "Jobs and Skills" programme of the same nature in that continent.

Moreover, I have taken steps to ensure that the World Employment Programme is fully co-ordinated with, and its objectives integrated into, the over-all strategy for development that is being drawn up by the United Nations for the Second Development Decade. Indeed, I have been greatly encouraged by the interest in, and material support for, the Programme which have been shown or promised by a number of other international bodies—including the United Nations itself, the United Nations Development Programme (UNDP), the FAO, UNESCO and the regional development banks—and also by certain bilateral aid schemes. Such active support and participation by other agencies and by member States are essential if the World Employment Programme is to become, as I hope it will, part of a more concerted international programme of action for development.

While preparations for the World Employment Programme were very much at the centre of the ILO's preoccupations in 1968, operational and other technical work was very largely concerned with clarifying the ILO's role, and improving its effectiveness, in two broad areas: industrialisation and rural development in developing countries.

The general lines of the ILO's role in industrialisation were laid down by the Conference in 1967. Vocational and management training, in which the ILO's action can have a particularly direct and positive impact on the industrialisation policies of developing countries, were the largest programmes of activity in terms of resources in 1968; and, as will be seen in Chapter II below, the development of small industries, in which the ILO has a significant role to play, also figured prominently in our programme in 1968. In addition, many of the activities undertaken by the ILO in the fields of wages, conditions of

\(^1\) The proposed aims and methods of the World Employment Programme are set out in Part I of my report.
work and safety and health in industry, in the promotion of viable systems of industrial relations, and in the strengthening and establishment of institutions were designed to find ways and means of improving productivity in the industrial sector in the developing countries, creating a social climate and an institutional framework favourable to industrialisation, while at the same time promoting and protecting the health, welfare and status of the industrial worker.

The effectiveness of the ILO’s activities relating to industrialisation were greatly enhanced by the close co-operation established with the United Nations Industrial Development Organisation (UNIDO). In April I concluded an agreement with the Executive Director of UNIDO concerning the guidelines that should govern the relations between our two Organisations. I am confident that this agreement will provide a solid basis for the development of practical co-operation. Already a number of technical co-operation projects are being implemented jointly by the two Organisations.

Activities for the development of rural areas have become an increasingly important aspect of the ILO’s programme in recent years, and I expect this tendency to become even more pronounced as work in connection with the World Employment Programme gets under way, since it is in rural occupations that the scope will be greatest for expanding productive employment.

The ILO’s concern with, and contribution to, rural development relate particularly to employment and training in rural areas and the development of institutions and institutional reform in such areas with a view to promoting an improvement of agricultural production, rural industries and handicrafts on the one hand and a progressive amelioration of living and working conditions of the rural population on the other. A comprehensive and detailed review of the ILO’s activities in these fields was undertaken by the Office in 1967 and 1968, and the UNDP also initiated discussions with interested organisations on ways and means of improving the effectiveness of international action to promote rural development. It is clear that the emphasis will from now on have to be placed on comprehensive rural development programmes, in the formulation and implementation of which all interested organisations will be associated, so as to attack the problems of the backwardness and stagnation of rural areas on several fronts at once. Such an approach was adopted in the Andean Indian Programme, and is now being implemented in an integrated rural development project in the Congo (Brazzaville).

This integrated approach will be greatly facilitated by an agreement reached in 1968 between the ILO, the FAO and UNESCO on the
subject of agricultural education. In essence this agreement, instead of attempting to allocate responsibilities in an area where each organisation has a role to play, provides for joint or complementary action by the three agencies in regard to agricultural education. This novel approach in inter-agency relations not only puts an end to sterile conflicts over responsibilities in this field but also offers greater scope for more positive and intensified action to promote rural development in general.

Human Rights

1968 was also the twentieth anniversary of the Universal Declaration of Human Rights, and was designated by the General Assembly of the United Nations as the International Year for Human Rights. In celebration of this event, the ILO participated actively in the International Conference on Human Rights which was held in Teheran, and the central theme of my report to the International Labour Conference (which was also submitted to the Teheran Conference) was “The ILO and Human Rights”. A wide-ranging and thought-provoking discussion took place on this report, and the Conference adopted a resolution in which, among other things, it asked me to “coordinate research, publicity, technical co-operation projects, advisory missions and standard-setting activities into a significant concerted human rights programme”.

I have attempted to meet this request in my programme and budget proposals for 1970-71. It should be stressed, however, that the human rights with which the ILO is at present primarily concerned (freedom of association; freedom of labour; elimination of discrimination and equality of opportunity; right to work; right to social security; right to a minimum income; right to adequate conditions of work and life) cover the whole of the ILO’s work. And our efforts to promote economic and social development are designed to give substance to these rights. Consequently, it is not possible or useful to make a distinction between aspects of the ILO’s work which are more or less directly related to human rights. Our aim, as I said in my reply to the debate on my report last year, should be to make the ILO more “human rights conscious”, and this I am taking steps to do.

In 1968 work on specific areas of human rights of concern to the ILO proceeded normally. The Governing Body Committee on Freedom

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1 These are the rights which are internationally recognised in the Universal Declaration of Human Rights and in the International Covenants on human rights and which fall within the competence of the ILO.
of Association met three times; it examined 69 cases and took cognisance of 10 new cases. Since it was set up in 1951, 565 cases have come before the Committee, which by the end of 1968 had submitted definitive conclusions in respect of 522 of them.

At its 173rd Session (November 1968) the Governing Body decided to include in the agenda of the 54th (1970) Session of the International Labour Conference the question of trade union rights and their relation to civil liberties, on which a report is now being prepared.

It is proposed in 1970 and 1971 to undertake more research on topics affecting freedom of association. A study on trade union officers and administration, on which a certain amount of research has already been done, will be completed; and a further study will be undertaken on national systems to prevent the victimisation of workers because of their trade union activities.

As regards forced labour, the Committee of Experts on the Application of Conventions and Recommendations undertook a survey, under article 19 of the Constitution, on the application of standards in this field.

The ILO's concern with discrimination in employment and occupation figured very prominently in its work for the promotion of human rights. The ILO participated in, and prepared contributions to, the United Nations Seminar on the Elimination of All Forms of Racial Discrimination (New Delhi, August-September 1968) and the United Nations Sub-Commission on the Prevention of Discrimination and Protection of Minorities (September 1968). A workers' education manual entitled *Fighting Discrimination in Employment and Occupation* was published in March; an article on cultural pluralism, equality of treatment and equality of opportunity in the Lebanon was published in the September issue of the *International Labour Review*; and a brochure entitled *ILO's Action against Discrimination in Employment* was produced. Country studies on equality of opportunity in Ceylon, Malaysia, Mexico and the Philippines were begun and should be published in 1969. Seminars on equality of opportunity are to be held each year in the future, beginning with a seminar in Asia in 1969.

The problem of discrimination also received much attention in the Conference in 1968, partly in connection with my special report on *apartheid* in labour matters in the Republic of South Africa, but more particularly in the debate on my general report. I laid particular emphasis in my reply to the debate on the need to strengthen our activities in this field, and suggested some ways in which this might be done. At its meeting in November, the Governing Body's Committee on
INTRODUCTION

Discrimination considered and adopted more detailed proposals for intensified action in this field. The main features of this programme in 1970-71 will be a greater effort to mobilise public opinion against discrimination through the preparation of posters, leaflets, model lectures, etc.; the undertaking of new studies with a view to determining areas where new international instruments on discrimination could be useful; and emphasising the ILO’s function as a clearing-house for information and documentation on discrimination in employment and occupation. I am, moreover, convinced that the World Employment Programme can make an important contribution to securing equality of opportunity for all, since it is precisely the lack of opportunities for employment and training that are at the root of many of the disadvantages suffered by underprivileged groups.

Population Problems

A major new departure in the ILO’s programme was launched by the Governing Body at its 173rd Session (November 1968). In response to a resolution adopted by the Conference in 1967, I submitted to the Governing Body last November a preliminary draft of a study on the influence of rapid population growth on opportunities for training and employment and on the welfare of workers, together with some proposals as to how the ILO might help its member States, through action within its field of competence, to face up to the challenge of the “population explosion”. The Governing Body concluded that the ILO’s contribution could be twofold: firstly, through its action to promote development, and particularly through the World Employment Programme, it could help to reduce the ill-effects of rapid population growth; and secondly, it could, through its contacts with social security institutions, with trade unions, employers and co-operatives, support the activities of other agencies more directly involved to moderate the rate of population growth in developing countries.

While the ILO’s contribution to the latter aspect of the problem can only be of a supporting nature, and can therefore constitute only a relatively small part of our programme in future years, it could nevertheless be useful in bringing about a greater awareness among employers and workers of the problems presented by the extremely rapid growth of population and of the means by which these problems can be overcome. I shall, therefore, be devoting particular attention to the development of a modest but effective programme of this nature in the months ahead.
ACTIVITIES OF THE ILO

TECHNICAL CO-OPERATION

The ILO’s operational activities continued to be the ILO’s most important means of action in terms of resources.

As will be seen from table I, expenditure in 1968 under all programmes amounted to $20.9 million, as against $17.8 million in 1967. In 1968, $2.3 million was spent under the ordinary budget, compared with $2.2 million in 1967. Expenditure incurred in 1968 under all other sources (the Technical Assistance and Special Fund

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**TABLE I. ANALYSIS, BY TYPE OF PROGRAMME AND BY FIELD OF ACTIVITY, OF ILO TECHNICAL CO-OPERATION EXPENDITURE IN 1968**

*(Thousands of US$)*

<table>
<thead>
<tr>
<th>Field of activity</th>
<th>Regular programme</th>
<th>UNDP</th>
<th>Special programmes*</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Tech. Asl.</td>
<td>Spec. Fund</td>
</tr>
<tr>
<td>Over-all economic and social development</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Statistics</td>
<td>59</td>
<td>215</td>
<td>15</td>
</tr>
<tr>
<td>Economic planning</td>
<td>—</td>
<td>—</td>
<td></td>
</tr>
<tr>
<td>International labour standards</td>
<td>7</td>
<td>—</td>
<td></td>
</tr>
<tr>
<td>Labour and social studies</td>
<td>—</td>
<td>32</td>
<td></td>
</tr>
<tr>
<td>Human resources development</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Manpower planning and organisation</td>
<td>406</td>
<td>823</td>
<td>309</td>
</tr>
<tr>
<td>Management development</td>
<td>110</td>
<td>960</td>
<td>4 647</td>
</tr>
<tr>
<td>Small-scale industries and handicrafts</td>
<td>117</td>
<td>53</td>
<td>1 224</td>
</tr>
<tr>
<td>Vocational training</td>
<td>405</td>
<td>2 078</td>
<td>4 160</td>
</tr>
<tr>
<td>Conditions of work and life</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Social security</td>
<td>180</td>
<td>307</td>
<td>—</td>
</tr>
<tr>
<td>Occupational safety and health</td>
<td>51</td>
<td>189</td>
<td>25</td>
</tr>
<tr>
<td>General conditions of work</td>
<td>103</td>
<td>99</td>
<td>40</td>
</tr>
<tr>
<td>Maritime workers</td>
<td>42</td>
<td>69</td>
<td>—</td>
</tr>
<tr>
<td>Social institutions development</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Labour law and labour relations</td>
<td>71</td>
<td>84</td>
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<tr>
<td>Labour administration</td>
<td>119</td>
<td>385</td>
<td>125</td>
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<tr>
<td>Workers’ education</td>
<td>332</td>
<td>50</td>
<td>—</td>
</tr>
<tr>
<td>Co-operative, rural and related institutions</td>
<td>337</td>
<td>1 154</td>
<td>112</td>
</tr>
<tr>
<td>Integrated programmes</td>
<td>—</td>
<td>—</td>
<td>—</td>
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<tr>
<td>Total ILO technical co-operation programmes</td>
<td>2 339</td>
<td>6 498</td>
<td>10 642</td>
</tr>
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</table>

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*Administrative costs not included. *Including trust funds, associate experts and projects on a reimbursable basis.
components of the UNDP, and the special programmes, including trust funds, associate experts and projects on a reimbursable basis) was $18.6 million, while that in 1967 was $15.6 million.

Resources made available through the Special Fund sector of the UNDP accounted for 51 per cent of total expenditure on technical co-operation in 1968, while those from the Technical Assistance sector, the ILO regular programme and special programmes represented 31 per cent, 11 per cent and 7 per cent respectively.

The major programme of human resources development accounted for the largest share of total expenditure (78 per cent) followed by social institutions development (15 per cent), the improvement of conditions of work and life (6 per cent), and other programmes (1 per cent).

The regional distribution of ILO operational expenditure, indicated in table II, was roughly the same as in previous years.

Table III shows ILO expenditure in 1968 under all programmes by type of assistance provided, i.e. in the form of experts, fellowships or equipment.

### TABLE II. ANALYSIS OF ILO EXPENDITURE UNDER ALL TECHNICAL CO-OPERATION PROGRAMMES, BY REGION, IN 1968

<table>
<thead>
<tr>
<th>Region</th>
<th>Thousands of USS</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Africa</td>
<td>8 444</td>
<td>40.5</td>
</tr>
<tr>
<td>Americas</td>
<td>3 896</td>
<td>18.7</td>
</tr>
<tr>
<td>Asia</td>
<td>4 612</td>
<td>22.1</td>
</tr>
<tr>
<td>Europe</td>
<td>1 726</td>
<td>8.2</td>
</tr>
<tr>
<td>Middle East</td>
<td>1 309</td>
<td>6.3</td>
</tr>
<tr>
<td>Inter-regional</td>
<td>885</td>
<td>4.2</td>
</tr>
<tr>
<td>Total</td>
<td>20 872</td>
<td>100.0</td>
</tr>
</tbody>
</table>

1 The regional classification of countries follows the pattern adopted by the United Nations.

### TABLE III. ANALYSIS OF ILO EXPENDITURE UNDER ALL TECHNICAL CO-OPERATION PROGRAMMES, BY TYPE OF ASSISTANCE, IN 1968

<table>
<thead>
<tr>
<th>Type of assistance</th>
<th>Thousands of USS</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Experts</td>
<td>16 373</td>
<td>78.4</td>
</tr>
<tr>
<td>Fellowships and study grants</td>
<td>1 743</td>
<td>8.4</td>
</tr>
<tr>
<td>Equipment and miscellaneous</td>
<td>2 756</td>
<td>13.2</td>
</tr>
<tr>
<td>Total</td>
<td>20 872</td>
<td>100.0</td>
</tr>
</tbody>
</table>
ACTIVITIES OF THE ILO

Technical Assistance Component of the UNDP

The share of the ILO in the UNDP/TA programme for the 1967-68 biennium was $13.9 million, representing 10.4 per cent of the total allocation for that period under the programme. As was the case in previous years, the expenditure incurred in the course of the second year of the biennium was slightly higher than that in the first year. With the new system of continuous programming which came into effect on 1 January 1969, the savings arising in the implementation of a country target in the course of the year will be added, at the end of the year, to the target for the following year, and be available to the government for re-programming. Regional projects mostly took the form of seminars and study tours and the appointment of regional advisers.

Special Fund Component of the UNDP

Between 1959 and 1968 the ILO was designated as executing agency for 111 projects under the Special Fund component. By 31 December 1968, 36 of these projects had been completed.

In the course of 1968 the ILO was designated as executing agency for 21 projects, to be implemented at an estimated cost of $43.2 million, of which the Governing Council has earmarked $16.3 million (about 11 per cent of total earmarkings) and the recipient governments are to provide the equivalent of $26.9 million.

The most important trend in the Special Fund projects for which the ILO is responsible is towards a greater number of projects relating to rural development. In addition, there is likely to be a growing number of projects for the vocational training of clerical workers and workers in the hotel and tourist industry.

Many of the projects concerned with industrialisation and with rural development call for the close association of the various specialised agencies of the United Nations in their actual execution, although the administrative responsibility for the projects has been handed over to individual participating and executing agencies. Eight of the 21 ILO projects approved in 1968 under the Special Fund component will be carried out with the co-operation of other international organisations such as the United Nations, the FAO, UNESCO and UNIDO. Similarly, the ILO will participate in seven projects to be implemented by other agencies.

More careful project preparation is being increasingly recognised as one of the essential features of technical co-operation. All the projects approved by the Governing Council at its January 1969 session for
which the ILO will be responsible were the result of work undertaken during 1968 or even previously by the government departments concerned, in consultation with ILO field staff, including regional advisers.

ILO Ordinary Budget

Expenditure on operational activities under the ILO ordinary budget in 1968 amounted to $2.3 million, compared with $2.2 million in 1967.

New criteria and guidelines governing the various aspects of ILO technical co-operation activities under the ordinary budget were adopted by the Governing Body at its 173rd Session (November 1968). These guidelines concern the eligibility of requests, selection of requests and types of projects, forms of technical assistance, and provisions for the periodic review of projects.

Trust Funds

Expenditure in 1968 on operational activities financed through trust funds, including associate experts and special programmes, was $1.4 million, while that in 1967 was $1.6 million. Twenty-two associate experts from Belgium, the Netherlands and Sweden worked on operational projects in the fields of rural training and labour administration or were attached to ILO regional offices.

During 1968 the first agreement for close project co-operation in Tanzania was concluded with the Canadian Government, and negotiations began for concluding a basic agreement with the Swedish Government.

In the course of the year a joint assessment of prevocational training projects was carried out by the ILO and UNICEF. A final report on the results of this joint review will be submitted to the UNICEF Executive Board in 1969 with a view to establishing new policy guidelines applicable to projects in the field of youth training and employment.

Decentralisation

In my report on the activities of the ILO in 1967 I explained the aims of the process of decentralising the ILO's activities, which has been under way since 1966. Briefly, the objectives are to strengthen the links between the ILO and its constituents in all regions, to improve the

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ILO's knowledge of the needs and problems of its member States and thus the effectiveness of its action, to provide more prompt and effective on-the-spot assistance and advice to its member States and to improve co-operation with regional organisations, including especially the regional economic commissions of the United Nations. To achieve these objectives the ILO is building up a network of offices in each region, under the direction of a regional co-ordinator, to which are to be attached a number of regional advisers, as well as technical, administrative and other staff posted from headquarters.

This process was continued in 1968. In the Americas, the regional co-ordinator took up his functions in Lima early in the year, and plans were prepared for the establishment in 1969 of new area offices covering respectively the Central American and the Caribbean areas. In Africa, a new area office was opened in Lusaka. My programme and budget proposals for 1970-71 provide for the completion of the basic network of offices throughout the world. Regional co-ordinators will be in their posts (including one for the Middle East, where a regional co-ordinator has not yet been appointed), each with an adequate number of area offices and country representatives reporting to him. A full description of this proposed network will be found in the programme and budget proposals for 1970-71.

The number of regional advisers was greatly increased in 1968. At the end of the year there were about 50 such advisers, supported by some 15 technical officials detached from headquarters. The administrative services in the field are to be strengthened in 1969, which will make it possible to deal more expeditiously with the financial, personnel and administrative aspects of our operations in the various regions. The regional public information programme in Africa continued to function very successfully under an official detached from Geneva, and this activity will be extended to other regions in 1969.

Decentralisation has, of course, presented us with a number of difficulties, since it involves a completely new method of work for the ILO. But I am convinced, and experience is already beginning to demonstrate this, that decentralisation is essential if the ILO is to become a more effective instrument for providing member States with the services they need.

STANDARD-SETTING

At its 52nd (1968) Session the Conference adopted one new instrument—a Recommendation concerning the improvement of conditions of life and work of tenants, share-croppers and similar categories
of agricultural workers. The Conference also held a first discussion on the content of proposed instruments concerning labour inspection in agriculture and sickness insurance.

In the course of 1968 the total number of ratifications of international labour Conventions increased by 68, to reach a total of 3,406. The chart of ratifications registered as at 1 January 1969 is included with the present report. These new ratifications, communicated by 39 member States, were made up as follows: Byelorussia and Ukraine (five each); Finland (four); Hungary, Mali, Mexico, Paraguay, Poland and Thailand (three each); Dahomey, Gabon, Ghana, Mauritania, Tunisia and Turkey (two each); Argentina, Belgium, Chile, Congo (Kinshasa), Cyprus, Czechoslovakia, Greece, Iran, Ireland, Italy, Jordan, Kenya, Kuwait, Malta, New Zealand, Norway, Philippines, Senegal, Sierra Leone, Spain, Sweden, Uruguay, Venezuela and Yugoslavia (one each).

During the same period five declarations of application of Conventions, without modification, to four non-metropolitan territories were received by the Office. Two of these were made by New Zealand, two by the United Kingdom and one by the Netherlands.

As a result of the above-mentioned ratifications, two further instruments—the Fishermen’s Competency Certificates Convention, 1966 (No. 125), and the Invalidity, Old-Age and Survivors’ Benefits Convention, 1967 (No. 128)—are due to enter into force in 1969. This will bring to 113 the total number of operative Conventions, out of the 128 Conventions adopted by the Conference thus far.

Efforts to promote and facilitate the implementation of standards adopted by previous sessions of the Conference continued in 1968. These efforts took a variety of forms and included one important new development. The Committee of Experts and the Conference Committee on the Application of Conventions and Recommendations—which form the ILO’s standing supervisory machinery—pursued their task of ascertaining the degree of compliance by member States with their obligations under the Constitution and under the instruments they have ratified. While they found in 1968 that there had been an appreciable increase in the number of cases where governments had modified their legislation or practice to take account of comments made by the supervisory bodies, they nevertheless decided to institute a new procedure whereby persistent difficulties in the application of ratified Conventions might be overcome: this will take the form of more direct contacts between the ILO and the governments concerned in the hope that, by exploring and explaining more fully all the factors involved, solutions compatible with the governments’ international obligations
may be found. This procedure, which was approved by the Conference for an experimental period of two to three years, is due to function in each case with the complete prior agreement of the government concerned; a representative of the Director-General might visit the country to discuss the matter with the government, and the supervisory organs of the ILO would suspend their examination for a reasonable period, pending the outcome of the contacts. It is to be hoped that this approach will help in finding practical and acceptable solutions and will thus add to the contribution which international labour standards can make to the formulation and implementation of social and labour measures in the member countries.

In addition to this new initiative, the other methods available for assisting in the implementation of standards have again been used throughout the year. These involved advice in the field of labour legislation, fellowships to study ILO procedures relating to Conventions and Recommendations, and efforts to ensure that technical co-operation activities take account of the relevant standards, especially when these are incorporated in Conventions which have been ratified by the country concerned. Finally, a further training course on national and international labour standards was held, this year in co-operation with the League of Arab States. This course, which took place in Cairo in November 1968 and included participants from twelve countries, completes a first cycle of five such seminars held since 1964 in Africa, Latin America and Asia. Because of their practical value, these courses have become a permanent feature of the ILO’s programme and will be continued regularly in the years ahead.

**Major Meetings**

One regional conference and two Industrial Committee-type meetings were held in 1968.

The Sixth Asian Regional Conference, which was held in Tokyo in September, provided all the ILO’s constituents in the Asian region with their first opportunity since 1962 of meeting to discuss common problems in the labour and social field. The main theme of the Conference was the development of human resources in Asia, and the adoption of proposals for an Asian Manpower Plan, to which I have referred earlier, was its most significant achievement. But useful discussions were also held on management development and social security in Asia, and resolutions were adopted on freedom of association and population policy in the region. It was, in my view, a most successful and business-like Conference, and fully confirmed the
essential role that regional conferences can and should play in the development of the ILO’s work.

The Eighth Session of the Textiles Committee (Geneva, April-May) dealt mostly with the social problems connected with the growth of the textile industry in developing countries, where it is one of the chief sources of industrial employment, and its decline in developed countries, where the industry’s existing labour force is being displaced by the introduction of increased mechanisation to meet growing competition from the developing countries.

The Second Tripartite Technical Meeting for Mines Other than Coal Mines, which was held in Geneva in November, devoted its attention primarily to the promotion of adequate safety measures and health protection in the mining industry where workers are particularly exposed to physical risks. It also considered problems of employment, which tends to fluctuate considerably in that industry, and suggested means of ensuring that mineworkers receive a fair share of the benefits resulting from the growth of productivity.

INTERNATIONAL INSTITUTE FOR LABOUR STUDIES

In the course of the year the Institute diversified and widened the nature and scope of its comparative international research in accordance with the programme of expansion approved by its Board in 1966. A meeting on research methods for national studies on workers’ participation in management gave added impetus to that project, and further progress was made in research on such subjects as the role of peasant movements in development, the role and functions of trade unions in Africa, and inter-industry comparisons of industrial relations systems. The Institute continued to act as the secretariat for the International Industrial Relations Association.

To promote objective labour studies, the Institute also established a system of international exchanges of educational materials. A working party on the promotion of labour studies in countries bordering on the Sahara was convened in Bizerta, Tunisia, and a series of seminars and consultations on the promotion of labour studies was held in seven East African countries.

The Institute made further progress in developing the notion of education for leadership responsibility in the labour and social field: both of its annual study courses were used to test and develop educational techniques and curricula with a view to achieving a multiplier effect, particularly in the developing countries.

"Future worlds and present international organisations: some
dilemmas" was the subject of the Institute's annual public lecture which introduced a discussion among both scholars and "practitioners" on the future role and functions of international organisations.

INTERNATIONAL CENTRE FOR ADVANCED TECHNICAL AND VOCATIONAL TRAINING

1968 saw a continuation of the Turin Centre's previous training activities and the launching of new initiatives. The existing regular courses were supplemented by a greater number of special courses organised in response to changing requirements for training facilities for instructors, technicians and managerial or supervisory staff. The number of persons attending courses at the Centre rose in the academic year 1967-68 to 658, compared with 480 in the previous year.

The three-month courses in the management of vocational education were supplemented by courses, based on research work carried out at the Centre, which served to teach modern training methods adapted to the needs of the developing countries. An ILO/UNESCO pedagogical research section was set up at the Centre in June to carry out further studies on methods of training technicians for developing countries.

New six-month technological courses dealt with maintenance techniques and fundamental electronics. On behalf of the Intergovernmental Committee for European Migration, the Centre also ran a two-month engineering adaptation course for electronic engineers migrating to Brazil, and a three-month course was organised in conjunction with the International Atomic Energy Agency on the maintenance and repair of nuclear electronic equipment.

The existing three-month courses on various aspects of management were supplemented by a new course in maintenance management which, as the ILO has stressed for many years, is of particular importance in developing countries, and by a new course in executive development, adapted from an earlier course in general management and intended for younger people still receptive to new ideas and methods. In addition, two courses in export marketing were run in conjunction with the International Trade Centre set up by UNCTAD and the General Agreement on Tariffs and Trade (GATT). One, organised in previous years by the Turin Centre on its own, was a course for senior managers and civil servants from various developing countries, while the other, on export promotion, was for Brazilian commercial attachés. The latter course received the financial backing of the UNDP, and the Turin Centre is exploring the possibility of making
similar arrangements for other projects in its three main fields of activity (especially the further training of vocational training instructors).

As in previous years, a number of international organisations sponsored or co-operated in the holding of seminars and symposia at the Centre. UNESCO sponsored three: one on higher technical education for industry, which was attended by university staff, and two others, dealing with the organisation and management of training of technicians and with functional literacy, for UNESCO technical cooperation experts and national counterparts. The ILO sponsored a seminar on the management of small industrial undertakings, and other seminars were sponsored by the International Union of Official Travel Organisations, for senior staff of national tourist boards, and by the European Coal and Steel Community (ECSC), for vocational training instructors from African and Latin American mining and metallurgical undertakings. Both the ECSC and the European Economic Community awarded fellowships tenable at the Centre to nationals of developing countries.

Two developments in 1968 hold out the promise of expanding the Centre's work in future years. An understanding was reached with the International Council for Scientific Management on the launching of a promotional programme to arouse the interest of its members in various management courses run at the Centre, including proposed new courses in accounting and finance. In addition, arrangements were made with the School of Industrial and Labor Relations of Cornell University for a joint programme for the training of managers, government officials, trade union officials and persons in similar leadership positions.

1968 also saw a wider measure of support from governments for the Centre, particularly from governments of the developing countries. However, the financial future of the Centre cannot yet be regarded as secure, and the Director is pursuing his efforts to obtain more support from certain major industrialised countries.

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In spite of various difficulties, including a troubled world situation, 1968 was for the ILO a year of expansion and consolidation in many fields, and a year of new ideas and new initiatives which may enable our Organisation to make more rapid progress in the attainment of its objectives in future years. The ILO is therefore entering in a spirit of confidence and vitality upon its fiftieth anniversary year.
CHAPTER I

CONDITIONS OF WORK AND LIFE

The basic goals with regard to conditions of work and life in 1968 continued to be the promotion of suitable action at the national, regional and international levels for the progressive improvement of the living standards and working conditions of the mass of the workers in all sectors to the maximum extent compatible with maintaining reasonable rates of economic growth; the promotion of a clearer understanding among governments and employers' and workers' organisations alike of the close interdependence of economic growth and social progress; and the systematic exploration of ways of improving working and living conditions which can make work and life less hazardous, less strenuous and more rewarding to the wage earner and the self-employed worker while at the same time raising productivity and cutting down the costs of production in the industry or undertaking.

A review which the Governing Body undertook at its 171st Session (February-March 1968) of the ILO's technical co-operation activities relating to conditions of work and life provided valuable guidance for further strengthening the work of the ILO in this field. The Governing Body expressed concern at the relatively small volume of the ILO's technical co-operation activities in this important area and endorsed the observation made by the Conference in the resolution concerning technical co-operation it adopted in 1967 that "the responsibilities of the Organisation place upon it the obligation to draw the attention of governments to the importance of ILO operational activities in the fields of conditions of work and life and social institutions development ". Several members of the Governing Body also pointed out that in a number of major projects primarily designed to promote other objectives such as the setting up of new manufacturing industries, management development, vocational training, etc., the economic targets could not be achieved without parallel action on the social front; such projects could therefore benefit from a more integrated approach taking into account from the outset the need to promote appropriate working conditions.
With the launching of the World Employment Programme, it will become necessary to identify measures in the field of working and living conditions which may help to expand employment, or at least not to reduce it. To this end studies were undertaken in 1968 and will continue in 1969, 1970 and 1971 on the scope for and the obstacles to multiple shift working in the newly industrialising countries; on the extent to which wage levels, wage payment systems, wage structures and welfare facilities can be used to achieve an optimum distribution of manpower among regions and occupations; and on the possibilities of using social security measures in pursuit of employment objectives.

As in past years, a good deal of work went into the examination of reports submitted by governments under articles 22 and 35 of the Constitution on the various Conventions they have ratified relating to general conditions of work, safety and health, social security and the conditions of work of seafarers. Of special interest in this connection is the decision of the Governing Body to call for reports from all member States in 1969 under article 19 of the Constitution on the application of the Welfare Facilities Recommendation, 1956, the Occupational Health Services Recommendation, 1959, and the Workers’ Housing Recommendation, 1961. This is expected to provide an excellent opportunity to review the progress made and the experience gained in recent years in those aspects of working and living conditions where improvements can facilitate industrialisation and economic growth by their favourable effects on productivity and efficiency.

The above-mentioned shifts in orientation, emphasis and priorities have already influenced to a certain extent the activities carried out in 1968, and their full effect will be increasingly felt in the years to come. Certain other shifts appear necessary if improvements in working and living conditions in the newly developing countries are to reach not only the few wage earners in the modern sectors of the economy but also the large numbers of workers engaged in traditional occupations in small-scale industry and agriculture who have so far failed to benefit appreciably from economic growth. In other words efforts should be made to concentrate on the larger sectors of the labour force and on the least favoured categories of workers.

Decentralisation is already influencing work in this field to some extent. Research, in particular, has been strengthened by enlisting the co-operation of regional advisers, decentralised staff, and outside experts and institutions. It was thus possible to lay greater emphasis in 1968 on factual research and on the study of major problems at the country and regional levels.
Activities in the field of occupational safety and health are being increasingly directed not only towards the traditional aims of preventing and, whenever necessary, treating employment injuries but also towards the promotion of the physical and mental well-being of the workers. In the activities implemented in 1968 and approved for 1969, and to a much greater extent in those envisaged for 1970-71 and beyond, particular attention is given to (a) safety, health and ergonomic measures at the plant level which are likely to have an impact on large numbers of workers; (b) hazards to which large numbers of workers are exposed; and (c) branches of economic activity involving particularly severe hazards.

In 1968 operational activities continued at both regional and country levels. In the Americas a regional adviser on occupational safety and health has, at the request of the ministers of labour and directors of social security institutes of the various Central American countries, prepared the ground for the establishment of a Central American Institute on Occupational Safety and Health (ISMOCAP). In Africa an expert in occupational health belonging to a joint ILO/WHO team, carried out a general survey of occupational health problems in Kenya, Tanzania and Uganda, and made recommendations on the possible establishment of a regional institute for occupational health and on occupational health programmes in each of the countries visited. In Asia a regional adviser on occupational health was in post throughout the year and an expert in occupational safety finished a six-month assignment in April 1968. Both the regional adviser and the expert carried out surveys in a number of countries in their respective areas of specialisation and submitted recommendations to governments. Similarly, in the Middle East a regional adviser on occupational health carried out surveys in the various countries, and his work was supplemented on the safety side by another regional adviser who started his mission in July 1968. Two big new operational projects—national institutes financed from the Special Fund of the UNDP—were launched during the year, one in Turkey and the other in the United Arab Republic.

During 1970-71 work is to be intensified on a number of studies of direct interest to the safety and health of the large numbers of workers in rural occupations and in small-scale industries, particularly in the developing countries. As regards rural workers, in view of the increasing use of tractors in agriculture and in forestry and the considerable risk of serious accidents associated with them, it is
proposed to prepare a code of practice and a supplementary guide for their safe handling. Also, because pesticides are being increasingly used in agricultural work in both industrialised and developing countries, it is planned to bring out a code of practice on safety and health in the use of pesticides (in co-operation with the FAO and the WHO).

Another project, to be implemented in 1970-71, is specially directed towards improving the safety and health of the large numbers of workers employed in small-scale undertakings: it is to take the form of a symposium on occupational health and safety in these enterprises. The symposium will also constitute a partial response to the resolution on occupational health adopted at the 51st (1967) Session of the Conference. It is further proposed to prepare and publish a number of illustrated practical and easily understandable guides for safety and health and the application of the elementary principles of ergonomics in small undertakings—in particular for metal-working, wood-working, the treatment of hides and leather, stone-working and agriculture. Another proposed guide which should also be of particular benefit to small undertakings in all countries is the one on the guarding of machinery (to illustrate the Guarding of Machinery Convention and Recommendation, 1963) which is due to be published during this period.

Because the subjects of occupational safety and health and ergonomics have so many highly specialised and technical aspects in which complex changes are constantly taking place as a result of scientific and technological progress, the development of ILO activities in this field has of necessity continued to depend to some extent on the operation of panels of consultants and on the holding of technical meetings attended by outside specialists through whom the Organisation can keep abreast of the most recent advances and trends. In September 1968 an international symposium on ergonomics and environmental factors was organised in Rome with the participation of over 400 specialists from 26 countries and the representatives of five international organisations. More than 50 technical papers were discussed; the proceedings are due to be published in 1969. A similar symposium with emphasis on the practical application of ergonomics at the plant level and on the experiences and lessons which are of particular value to the developing countries is envisaged for 1970-71.

As a result of the growing use of toxic substances, the control of atmospheric pollution in the working environment is becoming increasingly important for the health and efficiency of the worker and for the

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1 See Appendix.
productivity of the economy as a whole. The Sixth Session of the Joint ILO/WHO Committee on Occupational Health was held in June 1968 to discuss the permissible limits of toxic substances in the working environment. In addition to a number of technical recommendations, the report of the meeting contains a list of safe concentration zones which is recommended for international adoption. A group of consultants met in December 1968 to adopt standard forms which will enable valid international comparisons to be made in this field. It is envisaged that this work may lead, in due course, to the adoption of appropriate international instruments by the Conference.

As part of the celebration of the fiftieth anniversary of the ILO, it is proposed to convene an international congress on occupational safety and health in June-July 1969 in Geneva. The congress, which is designed to promote safer and healthier working conditions on a world-wide basis, will bring together several hundred specialists from governmental, employers' and workers' and other interested circles, and will provide them with an opportunity to discuss various aspects of occupational safety and health and selected technical items.

At the invitation of the Italian accident prevention body, ENPI, the ILO took part in an international symposium on safety in prefabricated construction held in Bologna in October 1968. The ENPI is to publish the proceedings of the symposium, which was attended by 350 participants from 21 countries. A draft code of practice on safety and health in building and civil engineering (containing some 3,000 provisions) was completed during 1968, circulated to the members of the Panel of Consultants on Occupational Safety and Health in Building, Civil Engineering and Public Works and examined in detail in December by a limited number of members of the Panel. The text thus finalised is to be published in 1969.

Substantial progress was made in 1968 in the revision, which had begun in 1967, of the International Classification of Radiographs and Pneumoconioses adopted in 1958. The users of the classification were consulted by means of a questionnaire, and a group of consultants met in December 1968 to examine how the classification could be simplified, to adopt a number of new master films and to suggest appropriate techniques for improving the reproduction of the copies. A number of reports, codes of practice, guides and manuals on safety and health in particular industries, occupations or sectors were also completed or are in various stages of preparation. They include a manual on radiation protection in the mining and milling of radioactive ores, published jointly by the ILO and the International Atomic Energy Agency; a report on radiation problems for the Second
Tripartite Meeting for Mines Other than Coal Mines; a code of practice on explosions in mines; a guide and a code of practice on safety and health in forestry work; and a report on the role of medical inspection of labour.

In the course of 1968 the International Occupational Safety and Health Information Centre (CIS) published 2,200 bibliographical cards, which brings the total to date to about 19,000. The monthly Occupational Safety and Health Abstracts, which reproduce the same information, are now available in five languages, since a Rumanian edition has been launched by the Rumanian Ministry of Labour. Information sheets or bibliographies were issued on the employment hazards of asbestos, noise in industry, and the cost of employment injuries. There was a much greater demand for photostats and microfilms supplied by the Centre, which will also make available microcards in 1969.

**SOCIAL SECURITY**

In conformity with the shift towards practical measures to improve the working and living conditions of the least favoured categories of workers who have so far failed to benefit adequately from economic progress, high priority is being given to the study of the most appropriate means by which a minimum of social security can be provided to the large numbers of agricultural workers and self-employed persons, particularly in the developing countries.

Within the framework of the periodical reviews on a regional basis of trends and problems in the field of social security and in line with a similar review already carried out in the American region for the Eighth Conference of American States Members of the ILO (Ottawa, 1966), a report on social security in Asia was submitted to the Sixth Asian Regional Conference held in Tokyo in September 1968. The conclusions adopted by the Conference on that report are expected to provide useful guidance over the next few years for the development of social security in the various countries of the Asian region. A similar review of the current trends and problems in social security in Africa is to be carried out in 1969 and 1970.

Another report, on income security in the light of structural changes, was prepared in 1968 for the Second European Regional Conference. That report analyses recent experience, particularly in the European countries, with employment and income guarantees, measures for income maintenance in times of partial employment and total unemployment, and assistance with respect to labour mobility and
partial redeployment. It brings out the need for an active policy in the field of social security designed to minimise the cost in human terms of the structural changes which inevitably accompany economic growth.

A general study on social security in agriculture and in the rural areas was also started in 1968, and a first report dealing with developed countries should be completed in 1969. During 1970-71 the applicability of the conclusions emerging from this general study to particular regions and countries is to be studied in depth. It should be mentioned in this connection that the ILO expert in social security in Iran continued to give advice on the pilot scheme of social security for rural workers in that country and prepared a draft law which was under consideration by the Iranian authorities at the end of 1968. A field study was initiated in Niger to serve as a basis for and to facilitate the starting of a broader programme of action on social security for self-employed workers in rural areas in Africa. In order to permit a general synthesis concerning Africa, the studies, analyses and inquiries undertaken in Niger will be continued in other African countries in 1969 and the following years.

The research project on the role of social security in social and economic development was continued; some of the results of the study may be published in 1969. In view of the continuing social and economic changes, this project may have to be pursued in 1970-71 as well, perhaps with special emphasis on the role of social security in promoting a fairer distribution of incomes on the one hand and more rapid industrialisation on the other. A comparative study on social security and income redistribution was published in the November 1968 issue of the *International Labour Review*. Another study is now under way on economic aspects of minimum social security benefits in developed as well as in developing countries.

As regards social security for migrant workers, a study on methods of co-ordinating social security legislation in the countries concerned is due to be published in 1969. The special problems arising in this field will continue to be studied in 1969 and 1970-71, with the main emphasis being placed on the situation in the Americas and in Africa.

Reference should also be made here to a number of other research projects which are part of a continuing programme of technical studies. Thus in 1968 a study on the organisation of medical care and social security and a revised version of the workers’ education manual on social security were completed, and a fresh periodical inquiry into the cost of social security, this time for the years 1964-66, was initiated. A comprehensive study on the financial organisation and the actuarial techniques of social security schemes was started. As a complement to
this study, a handbook on social security statistics is also to be prepared.

As part of the continuing programme of revising the various pre-war social security Conventions, the Conference held a first discussion in 1968 on the lines along which the two Conventions adopted in 1927 concerning sickness insurance in industry and agriculture should be revised and brought up to date. It is due to have a second discussion and adopt the final texts of the new revising instruments at its 53rd Session. Consideration is also being given to the desirability of new international instruments concerning family benefits, and a law-and-practice report on this subject was submitted to the Governing Body in November 1968 with a view to its inclusion in the agenda of a future session of the Conference. Preparatory work for the revision of the Unemployment Provision Convention, 1934, may have to start in the 1970-71 biennium.

The ILO is continuing to co-operate with the European Communities, the Council of Europe and the Organisation of Central American States (ODECA) in promoting appropriate social security measures for migrant workers. Within the framework of the European Communities, technical work has been completed for the introduction of certain changes in the manner of administering the regulation concerning social security for migrant workers and for supplementing its provisions. Work on the draft European social security Convention for the eighteen member countries of the Council of Europe has also been completed at the technical level, and the text is now before the Committee of Ministers of the Council for adoption. At the request of the Secretary-General of the Council of Europe, the Office has also prepared the first draft of an administrative arrangement to determine the manner of implementing the provisions of the new Convention. As regard co-operation with ODECA, the preparation of the draft regulation for the application of the multilateral social security Convention signed on 14 October 1967 is well in hand.

In Africa a regional expert in organisation and methods completed a series of first visits to all French-speaking countries and is now undertaking a fresh round of analytical and diagnostic missions in the Central and East African countries. Negotiations were also under way at the end of the year with a view to the creation, with financial help from the Special Fund, of a regional African social security institute for the eighteen French-speaking countries concerned. A senior ILO official was detached in 1968 to head the team of three regional experts in general administration, medical care and financial matters who continued to provide assistance to various countries in Latin America. In Asia a
regional social security adviser was appointed in 1968. His duties include a review of the prevailing conditions, a search for solutions to the problems encountered in planning and administration, and a study of the most suitable pattern of investment for social security funds. In both Latin America and Asia regional and national experts are increasingly guided by the conclusions reached at recent regional conferences. In all these regions a good deal of assistance continued to be given at the national level.

The ILO continued its support to the International Social Security Association (ISSA), which during the year extended its membership to cover ninety-seven countries. As in the past, the Office participated in all major activities of the Association, which were particularly extensive at the regional level and in the field of social security research.

A series of meetings of the American regional committees of the Association was held in February in Panama. One of the main items on the agenda of these meetings was the extension of medical benefits and social services to the rural population. Also discussed were the problems of the quality of the medical care provided and relations between social security institutions and other bodies providing medical care, the statistical and actuarial bases of sickness insurance, the problems of automation and of covering self-employed persons, and trends in legal concepts and administrative procedures.

The Third African Regional Conference of the ISSA was held in Abidjan in September. The general topics discussed by the Conference were the relationship between social security and the economies of the developing countries and the prevention of occupational risks. Regional committees discussed the financial problems of family allowances schemes in Africa, the co-ordination of the activities of social security funds and public health services in the fields of prevention, medical care and rehabilitation, accounting in social security funds, and the transition from provident funds to pension schemes.

At meetings convened by the Association in April, guidelines were established for a study of the role of social security in the national economy and a number of problems were selected for immediate investigation, including economic growth and its influence on social security, distribution of the national income, social security in national accounting and budgeting, social security in the developing economy, factors influencing the evolution of sickness insurance expenditure, studies of public opinion and attitudes towards social security, and computer simulation techniques in research methodology. In December a committee met to prepare the ground for two international surveys, one examining the contribution of social security systems to the
prevention and reduction of poverty, the other investigating the methods used to evaluate the adequacy of social security programmes. The Association continued to issue five periodical publications and also published most of the technical reports adopted in 1967 by its XVIth General Assembly.

In August the Association convened in Helsinki a meeting of representatives of institutions administering social security schemes for seamen. The discussions covered general problems of social security for seamen as well as more detailed considerations of pensions, accident, sickness and unemployment insurance, family allowances and social assistance. Two international symposia held on the same occasion discussed occupational risks in forestry and the organisation of occupational safety in industrial undertakings. A mixed working group of the Committee of Actuaries and Statisticians and of the Committee on Old-Age, Invalidity and Survivors’ Insurance met in Geneva in December to discuss the actuarial study of pension funds and contractual old-age insurance schemes and their relations with general schemes.

The Inter-American Conference on Social Security, with which the ILO continued to co-operate closely, held its Eighth Session in conjunction with the meetings of the ISSA’s American regional committees mentioned above. The ILO also joined the Conference in organising a round-table discussion on economic integration and social security in the Americas which was held in Mexico in November. Lecturers and fellowships continued to be made available to the Inter-American Centre for Social Security Studies.

Remuneration

In accordance with the recommendations of a meeting of experts on minimum wage fixing and related problems, with special reference to developing countries, held in Geneva in 1967, the subject has been placed on the agenda of the 53rd Session of the Conference with a view to the possible adoption of revised standards in that field, and in 1968 and early 1969 the Office published two reports to serve as a basis for Conference action. A study entitled *Minimum Wage Fixing and Economic Development* (a revised version of the main report prepared for the meeting of experts on the subject in 1967) was published in the Studies and Reports series. In July a seminar on wages was organised in Denmark for twenty-seven participants from Asia and Africa.

The preparation of national monographs on wages, to which I referred in my report last year (paragraph 22), was continued and three more were completed.
A programme of special field studies on the wages and incomes of different types of rural workers, including small peasant and tenant farmers, was also initiated during 1968 in countries of Africa, Latin America and Asia as a basis for the development of the ILO's work in rural areas; this work will be intensified in 1969 and beyond in view of the numerical importance of rural workers in most of the developing countries and the lack of up-to-date and factual information concerning their incomes and working conditions.

A start was made on two long-term research projects: one on the role in national wage policy of the government as employer, and the other on relations between wages, employment and growth. A study in Asia (Ceylon and the Philippines) was undertaken on the former subject, while a pilot study on the latter relating to Latin America (Paraguay and Peru) will be completed in the first quarter of 1969. Progress was made in the study of wage policy and wage planning in socialist countries: a case study on Czechoslovakia was completed, while others on the USSR and Poland are in preparation; another study deals with minimum wage fixing and rural-urban income distribution.

Articles on the role of profits in the industrial incentive system of the USSR and on income distribution in Yugoslavia were published in the International Labour Review.

As a contribution to the ILO's activities in the field of industrialisation, it is proposed to undertake in 1969 and the following years a series of studies on wage incentive schemes and wage structures in the developing countries, including the most appropriate methods of adapting or introducing them, in view of the contribution they can make to attaining the targets of the World Employment Programme.

It is also proposed to initiate during 1970-71 the first phase of a long-term research and study project concerning the practical application of the principle of equal pay for equal work, starting with the developed countries.

A meeting of experts on statistics of wages and employee income was held in Geneva in October. The experts drew attention to the need for further study of the subject for the development and application of the concept of employee income, proposed a framework for a system of wage statistics for adoption in both developed and developing countries, and recommended a review of existing international standards, including the Convention concerning Statistics of Wages and Hours of Work, 1938, with a view to their updating, extension and co-ordination.

With regard to technical co-operation, an expert who had been sent to Ethiopia in 1967 to advise the Government in the field of wage determination completed his assignment in December 1968. An expert
in wage fixing began an assignment in Syria towards the end of the year. A survey of labour costs in Latin America was continued throughout 1968. The expert on this mission assists the countries of South America and Mexico in carrying out a survey of the total cost of wages and supplementary benefits per hour actually worked and, where feasible, per unit of production. Surveys for several countries have now been completed, and it is expected that the project will terminate in 1969 and that a final report containing labour cost figures by industry for seven or more countries of the region will be issued by the end of the year.

**General Conditions of Work**

Monographs on various aspects of working conditions were prepared in the course of the year under review for selected countries in different parts of the world, some through missions from headquarters, others by two regional experts assigned to Latin America. A report on remuneration and working conditions in the Americas was prepared for the Second Session of the Inter-American Advisory Committee (San Salvador, January 1969). The report examines the problems of urban and rural workers in the different countries of the region in respect of wages, working hours, housing, welfare facilities, and safety and hygiene at the place of work.

A number of other reports—for meetings of Industrial and analogous Committees—on wages, hours of work and other aspects of working conditions were completed or taken in hand in 1968. They included a study on the effects of advanced technology on employment and conditions of work in the chemical industries, for the Seventh Session of the Chemical Industries Committee, and a report dealing with wages, working hours, paid holidays and welfare facilities in the leather and footwear industry, in both developed and developing countries, for a tripartite technical meeting for that industry, both these meetings to be held in 1969.

Preparatory work was also initiated during the year on the reports to be submitted to the next session of the Plantations Committee, notably on the conditions of work of women and young workers. The project for the improvement of the conditions of rural life and work in Chad which began in 1963 continued in 1968, mainly thanks to a financial contribution made available by the UNDP.

A document setting out the law and practice in respect of working hours in agriculture in about 75 countries was completed in 1968. Steady progress was also made during the year in the continuing study on shift work, the first part of which, dealing with the industrialised
countries, is expected to be completed in 1969. During 1970-71 it is proposed to study possible improvements in shift work patterns, particularly with a view to the creation of more employment opportunities and to raising the productivity of both workers and equipment.

A regional survey of workers' welfare facilities both at and outside the place of work is planned for 1970 or 1971. This survey will most probably be carried out in Latin America and will cover such facilities as canteens and works restaurants, transport to and from work, opportunities and facilities for recreation, etc., and the contribution which such facilities can make to the stabilisation of the labour force and to the improvement of its efficiency and morale in the newly industrialising countries.

In accordance with a decision taken by the Governing Body at its 170th Session in November 1967, the question of holidays with pay has been placed on the agenda of the 53rd Session of the Conference for the possible adoption of revised or new instruments in that field, and two reports on the subject were published in 1968 and early 1969.

**Special Occupational Groups**

Reference has already been made in the introduction to this report and at the beginning of the present chapter to the ILO's activities, past and proposed, for dealing with the problems of various categories of workers in industry, mining and agriculture. During 1968 particular attention was also given, as in previous years, to the various categories of non-manual workers who play a key role in economic and social progress, especially teachers, engineers and public servants, as well as to seafarers, dockworkers, river boatmen and fishermen.

As regards non-manual workers, a joint ILO/UNESCO committee of experts which met in Geneva in September prepared a questionnaire for use in connection with reports to be requested from governments on the extent to which practical effect is being given to the Recommendation concerning the status of teachers adopted by the special intergovernmental conference on that subject convened by UNESCO in Paris in 1966. The first draft of a comprehensive study concerning graduate engineers and senior technicians is expected to be completed in 1969. In co-operation with the WHO, a project dealing with the conditions of work of nurses (as requested by the Sixth Session of the Advisory Committee on Salaried Employees and Professional Workers) should start soon. Reports on freedom of association and staff participation in determining conditions of employment in the public service and on career problems in the service are among those under preparation
for a proposed meeting of the Joint Committee on the Public Service to be convened in 1970. A comprehensive study of the major problems affecting non-manual workers was also being carried out in late 1968; it is expected to help considerably in clarifying the lines on which the ILO's future activities in this field should be organised.

As regards maritime workers, in response to a resolution adopted at the 20th Session of the Joint Maritime Commission, it is proposed to convene the next maritime session of the International Labour Conference in 1970. At that session the Conference will be concerned mainly with re-examining certain maritime instruments already adopted by the ILO, and reviewing the need for new instruments in other fields in the light of the conclusions reached by a preparatory technical maritime conference in 1969. Reports prepared for the preparatory conference cover crew accommodation, the social effects of technological development and modernisation on board ship, and the vocational training of seafarers.

Reports on social repercussions of the introduction of the unit load system (with special reference to the regularisation of employment and stabilisation of earnings), vocational training and retraining, and safety, health and welfare were prepared for a tripartite technical meeting on dock labour to be convened in 1969.

A meeting on conditions of work in the inland water transport industry was held in Geneva towards the end of October, and on the basis of reports submitted by the Office it adopted conclusions concerning the minimum age for admission to employment, medical examination, vocational training and certificates of competency for inland boatmen.

A joint ILO/FAO/IMCO meeting of consultants convened in Geneva in September adopted a code of safety practices for skippers and crews of fishing vessels which it is planned to publish in 1969. In response to needs highlighted by the loss of the oil tanker Torrey Canyon, a joint ILO/IMCO committee on maritime safety training met in London in December and adopted conclusions concerning the training of seafarers in the use of ship-borne navigational equipment.

As regards technical co-operation, the ILO expert in the port survey team of the United Nations Economic Commission for Asia and the Far East (ECAFE) completed his assignment in December 1968. During the course of this project members of the team visited some thirty ports in the Asian region and submitted recommendations for improving their operation. Experts were assigned during 1968 to advise on various aspects of port operation and efficiency in two Latin American countries. Seminars were held in Denmark on maritime
training for thirty participants from countries of southern Asia, and in Barranquilla, Colombia, on problems of dock labour for twenty-eight participants from Latin American countries.
 CHAPTER II

HUMAN RESOURCES

During 1968 a decisive innovation was made in the ILO's work on the development and utilisation of human resources. This was the adoption of the concept of a World Employment Programme, to be launched in 1969, which will serve as the focus of our activities for many years to come. The aim of the Programme is to help the ILO's member States to make economic development provide work and incomes for far broader groups of people than has been the case in the past, and thus to make it more socially useful. At the same time the adoption of the Programme as a focus of planning and management has been a major step towards full application of the programme planning and control system, and thus towards the considerable benefits which that system is intended to yield in terms of effectiveness of ILO action.

As the World Employment Programme gets under way, clear criteria will emerge for the most efficient use of the means of action available to the ILO—research, standard-setting and other action by the International Labour Conference and by the major advisory meetings, and operational activities. Similarly, evaluation of the results actually achieved will be facilitated, and it will become possible to co-ordinate much of the ILO's work more efficiently with the action of other international organisations (especially in the framework of the United Nations Second Development Decade) and of bilateral programmes of international development assistance.

Below, further details are given of the preparatory work undertaken during 1968 in connection with the World Employment Programme. As already noted, the latter is eventually to provide the framework for most of the ILO's activities in the field of human resources, including rural development. Pending the elaboration of the Programme these activities are, however, being pursued in accordance with existing priorities. In this connection it should be noted that the overwhelming majority of activities under the major programme of human resources consist of operational work (especially work financed from extrabudgetary funds, but also a large proportion of the operational activities financed under the regular budget). During 1968 the volume of field work devoted to management development and vocational
training was such that these continued to be the largest of all ILO programmes, costing about $5.7 million and $7.4 million respectively (and involving 189 and 264 expert man-years), as compared with $1.7 million (63 man-years) for manpower planning and organisation and slightly less for handicrafts and small-scale industries.

The substantial increase in Special Fund projects for management development anticipated in the Programme and Budget for the Year 1968 did not, however, materialise: the number of such projects in operation increased by only three, and for the major programme as a whole the increase in the volume of field work was modest. As for the future, current estimates foresee a very substantial increase in the number of field projects and experts under this programme in 1969, all of it due to an expected increase from 245 to well over 300 expert man-years in the field of vocational training.

Decentralisation of staff and of activities continued in 1968, and by the end of the year five regional advisers were in post for vocational training, seven for manpower planning, three for management development, two for handicrafts and small-scale industries and one regional adviser for youth, in addition to nine experts already attached to regional manpower teams to help in the preparation of the World Employment Programme.

The very large volume of field work mentioned above naturally makes heavy demands on research in the field of human resources. During 1968 the amount of research carried out increased considerably on account of preparations for the World Employment Programme; the main purpose here being to provide analytical tools for use by the proposed regional manpower teams. Research in the fields of management development, vocational training and handicrafts and small-scale industry was largely oriented towards the preparation of teaching materials and standards of organisation and good policy in these areas for the use of field experts and as a basis for the evaluation of field projects.

In the following sections more detailed information is given about the general trends noted above. First, a brief account is given of work directly related to the preparation of the World Employment Programme. Next, mention is made of the main developments under the four programmes of which the major programme for human resources is composed—management development, handicrafts and small industries, vocational training, and manpower planning and organisation. In a final section reference is made to work relating to special youth employment and training schemes.
PREPARATION OF THE WORLD EMPLOYMENT PROGRAMME

The proposal for a World Employment Programme was endorsed by the Governing Body at its 171st Session (February-March 1968) and received much support during the debates at the 1968 session of the Conference. It will be recalled that the Programme aims to contribute to the adoption of productive employment as a major goal of national and international policies for economic and social development. During 1968 some progress was made towards that objective. Thus, in September the Sixth Asian Regional Conference adopted the idea of an Asian Manpower Plan as a means of bringing about the highest possible level of productive employment in the region through concerted action by the countries concerned. Furthermore, in the preparations that are being made for the United Nations Second Development Decade, special attention is now being given to employment in the 1970s. An ILO staff member has been detached to work with the United Nations Centre for Development Planning, Policies and Projects, so as to ensure that thinking about the World Employment Programme is in harmony with thinking about the Second Development Decade as a whole.

Part 1 of my report is devoted very largely to an examination of the goals and methods of action of the World Employment Programme. As indicated there, it is proposed in a first phase to explore the practical possibilities of increasing productive employment, and to formulate programmes of action needed to exploit these possibilities to the full. In a second phase these programmes would have to be carried out. Furthermore, the Programme is to be prepared and implemented on a regional basis, comprising three regional manpower plans: the Ottawa Plan for Human Resources Development, which will constitute the regional employment plan for Latin America and the Caribbean; the Asian Manpower Plan, which was requested by the Sixth Asian Regional Conference; and an African Jobs and Skills Programme, recommended by the African Advisory Committee in 1967 and for which detailed proposals will be submitted to the Third African Regional Conference in 1969. In addition, some activities are envisaged to meet the needs of the Near and Middle East and to associate the industrialised countries in the Programme.

In each region covered by a regional plan the operating arm of the plan will be a team of specialists, as a rule comprising experts in general economic planning, industrial and rural development, manpower planning, education and vocational training and youth employment. I have been fortunate enough to secure the help of the executive heads
of other international agencies (including the Inter-American Development Bank, the FAO, UNESCO and the Economic Commission for Latin America) and of the administrations of certain bilateral aid programmes in the formation of these teams. At the end of 1968 a nucleus already existed in the form of six experts in post in the American region and three in Asia.

Most of the preparatory work during that year had, however, still to be undertaken at Headquarters. It was concentrated on two groups of questions. One concerned the general scope and method of the Programme, the other the substantive problems that it is to tackle. As regards the former point, proposals were submitted in a report to the Sixth Asian Regional Conference, in papers for a technical information meeting held in Rio de Janeiro in October, and in preliminary proposals for an African Jobs and Skills Programme, which were circulated to governments, employers' and workers' associations and certain intergovernmental organisations. The discussions in Asia and Latin America gave rise to a thorough review of initial thinking about the best ways of organising the Programme, especially as regards the balance between activities of the regional teams of experts that must be carried out at the country level and those that can be usefully and more economically undertaken on a regional or sub-regional basis. Another question concerns the best balance between work by the teams in the nature of action-oriented research, on the one hand, and direct technical assistance to individual countries in the field of employment and manpower planning, on the other. At the end of 1968 examination of these and certain other questions had not yet been concluded.

As regards the substantive problems the Programme is to tackle, a beginning was made in Latin America with a series of country studies concerning the state of application of the Employment Policy Convention and Recommendation of 1964: this followed a recommendation by the Eighth Conference of American States Members of the ILO meeting in Ottawa in 1966. The studies have three main purposes. First, they will enable successful efforts at improved labour utilisation to be identified and made known to other countries. Second, they will show what are the main practical difficulties encountered in the pursuit of active employment policies, and thus point to the priority needs for further study and policy action with a view to removing or surmounting obstacles. Third, the studies will reveal immediate needs for international technical assistance in the formulation and implementation of employment and manpower policies. During 1968 studies of this kind were completed for Colombia and Peru; on the basis of these studies assistance could also be given in the preparation of requests for Special
Fund projects for both countries in the field of employment and manpower policies. Similar studies were started in other Latin American countries.

Also in Latin America, in order to provide a basis for analysis of the present and future employment and manpower situation in the countries of the region, the experts stationed in Santiago de Chile—who form the nucleus of the team for Latin America and the Caribbean—drew up a comprehensive statistical review comprising several hundreds of tables.

The first experts stationed in Bangkok for the Asian Manpower Plan undertook case studies of current and future employment and manpower problems in Thailand and Malaysia, and also started a study of the crucial question of the possibilities for increasing employment in rural areas in selected Asian countries. Substantial progress was made at Headquarters with certain studies which should enable estimates to be made of future changes—resulting from the main factors affecting economic development—in the volume and composition of employment in developing countries. These studies are mainly intended to assist regional teams of experts with manpower forecasting and planning.

The Office is now exploring, on the basis of a systematic analysis of the experience of countries at various levels of development, the effect on employment of different rates and patterns of growth. In doing so, attention is being paid not only to the volume of employment generated but also to its distribution by sectors and by occupations. This research should give a much clearer picture of the main factors determining the volume and structure of employment growth in the course of development, and of the skill requirements involved. Such a picture (which might be formalised in a model) should provide a useful basis for employment and manpower planning in individual countries, by suggesting likely future developments and ways in which practical policy measures for employment creation and skill formation could steer these developments in desirable directions.

It is hoped that it will be possible to publish in 1969, in the Studies and Reports series, a comparative analysis of employment problems and policies in developing countries. As a by-product of preparatory work already carried out, three articles on employment problems and policies in Madagascar, planned rates of employment increase, and approaches to fixing employment targets in development plans were published in the *International Labour Review* in 1968.

Finally, efforts were continued in 1968 to improve the information basis on which both our own investigations and national manpower planning activities must rely. As outlined in a paper on methods of
estimating and projecting labour force participation rates which was submitted to an inter-agency meeting of experts on demographic projections held in New York in December 1968, methods worked out by the ILO already make it possible to estimate, from demographic projections that are being prepared by the United Nations, the future size and composition of the working population. On the basis of current censuses, labour force projections were produced in 1968 for 1970, 1975 and 1980 for each American and European member State of the ILO, as well as for several Asian member States. Several analytical studies of the labour force are under way, and an article on the sex and age patterns of labour force participation by urban and rural populations was published in the Review.

Efforts have also been made to provide working materials to national agencies and international experts concerned with the development or revision of national occupational classifications or the preparation for the forthcoming round of population censuses (around 1970). The revision of the International Standard Classification of Occupations proved to be more complex than anticipated; however, the revised version was in course of publication by the end of the year. The adaptation of the Classification to manpower forecasting requirements will continue in 1969, and the occupations covered will be classified in some 10 or 12 groups according to the education and training required. The immediate purpose of this work is to facilitate the task of manpower planning experts, but it will not prejudge longer-term research on the revision of the Classification with a view to the 1980 world censuses. The need for a simple working tool of this kind will be more keenly felt as work on the forecasting of educational and training needs under the regional employment plans develops.

Management Development

No major changes occurred during 1968 in the orientation of the ILO’s work with regard to management development. In recent years, however, this work has gradually come to include certain new types of field projects, concentrating on the training of management consultants and on the application of computers to management, especially in Eastern Europe. A new Special Fund project of the former type was started in Thailand, and a new project in the second category was started in Hungary. An interesting recent development was the inclusion of an ILO management expert in a UNDP/WHO project, to advise on labour-intensive methods in the construction of sanitary and drainage facilities in Bangui, Central African Republic. A start was
also made in 1968 by management and co-operative experts, undertak­ing joint missions, to define the special management problems and needs of co-operatives. By 1970-71 there should be sufficient information available to study improved forms of management training for co-operative managers and other personnel, including individual co-operators.

By 1970 our management development activities will have reached a turning-point in that centres devoted wholly or mainly to management development and training will have been set up, generally with ILO co­operation, in most of the countries sufficiently industrialised to support them. These activities are therefore being redirected to cater for the second phase in the development of such centres, which will often involve the development in depth of certain functions of management which it was impossible to treat in the first phase, namely the more advanced training of national staff and, in some cases, the development of management consultancy services.

A large number of modern teaching aids have been prepared for the purpose of management development. In addition to a good deal of unpublished material prepared for the use of ILO missions, material issued in 1968 included a programmed textbook entitled Creating a Market (published in English, with Spanish and French versions in preparation), How to Read a Balance Sheet (another programmed text, published in English and Spanish, with a French version in preparation), and a revised English edition of Introduction to Work Study, the first edition of which ran into about 140,000 copies. A volume on methods of measurement of labour productivity was also completed for possible publication in the Studies and Reports series.

A major project of long-term research on social patterns of management is to be completed by 1971. The project, which began in 1966, is concerned with implementing the conclusions of a meeting of experts on social and cultural factors in management development that was held in 1965. Work carried out in 1968 and 1969 is expected to result in a number of monographs on various aspects of the subject which will be designed primarily to provide guidance to staff engaged in technical co-operation in the field, but which will also contribute to the general body of knowledge on a subject to which increasing attention is being paid.

In most developing countries there appears to be scope for using idle manpower for labour-intensive public works and construction, particularly in improving roads, railways and ports, and developing irrigation and land reclamation and conservation works. The importance of labour-intensive techniques, combined with improved organisation of
work, as a means of providing employment in rural areas and training young people in sound working methods—while at the same time reducing the calls on foreign exchange required for the purchase of mechanical equipment—is slowly being recognised in the developing countries. It appears, moreover, that with improved management methods and organisation the use of manual labour can compete over a wide range of activities with mechanical methods. A meeting of experts held on this subject in Bangkok in October-November 1968 gave a substantial impetus to the development of an operational programme; the papers and proceedings of the meeting will be published in 1969. Research in this field, which in 1967 and 1968 related mainly to African and Asian countries, will in 1969 be focused on Latin America, and will aim essentially at the improvement of technical co-operation activities through the preparation of directives and technical manuals for use by experts.

**Handicrafts and Small Industries**

It is necessary to assess thoroughly the possibilities that exist of creating more employment in the industrial sector, where the ILO will continue to co-operate with UNIDO. In the first place, further attention will be devoted to small-scale enterprises and handicrafts, since in most developing countries these absorb a large part of the industrial labour force. In 1968 several substantive papers on the subject were prepared for a number of technical meetings, including an inter-regional meeting of experts on the role of handicrafts in the national economy in developing countries held in New Delhi in November. Much thought was given to the design of model technical co-operation projects. The emphasis of this work was on the training and encouragement of small businessmen on the one hand, and the development and application of technology suitable for small manufacturing enterprises on the other. It is hoped that these research projects will make an important contribution to achieving the goals of the World Employment Programme.

By 1971 it is hoped to move on to studies of the influence on employment, operations and development within selected small-scale manufacturing enterprises of the following factors: establishment size, manufacturing technology and its labour and skill implications, the environment in which the enterprises operate, and social and cultural factors affecting them. Research will also be carried out to determine which existing and newly introduced handicraft activities are likely to make a major contribution to the creation of new employment or to maintaining existing employment levels, and what public policies and programmes are needed to help selected handicraft industries in making
their necessary contribution to employment and economic growth. In addition, it is planned to hold during the 1970-71 biennium a regional technical meeting on handicrafts development as a follow-up to the meeting of experts in New Delhi mentioned above.

A further area of research will be the appropriate technology for employment creation. This subject includes examination of the techniques available in particular industries and a comparison of such factors as unit costs of production, the degree of capital intensity and capital-output coefficients, taking account of the cost and availability of manpower required to operate, service and manage alternative manufacturing processes.

A substantial volume of field work, involving 45 man-years of expert service and including 8 Special Fund projects, was carried out in 1968 with regard to the promotion of handicrafts and small industries. In the case of two field projects technical collaboration was established with UNIDO. Particularly interesting results in terms of employment creation were achieved by some of these projects, especially one in Jamaica.

The increased attention to be given to employment through industrialisation in 1969 will be reflected in the design and development of projects whose contribution to employment promotion and increased production through small industries is clearly measurable. This will include, in particular, efforts to assist the development of indigenous entrepreneurs in Africa and the expansion of small enterprise programmes into the field of distribution and other service industries. It is also proposed to hold an inter-regional seminar on inter-firm co-operation for small industries. New approaches to technical co-operation are to be developed in 1970-71 through experimental pilot projects that should make it possible to forecast the effectiveness of technical co-operation services for the promotion of small-scale industries, or to solve in an integrated manner the various technical, organisational, managerial and social problems that confront handicraft workers in countries with high population pressures on arable land resources.

**VOCATIONAL TRAINING**

The ILO's activities in the field of vocational training and management development have long formed a dynamic and expanding part of its work, and will constitute an important component of the World Employment Programme. As more and more resources are invested in training programmes, it is particularly important that these resources should not be wasted, and that the training systems which the
ILO is helping to build up should operate efficiently and at the lowest cost compatible with quality. Thus, side by side with its efforts to expand its training activities in response to growing requirements, the Organisation has over the past few years devoted increasing attention to ensuring that the training programmes it promotes are planned and operated on the soundest economic basis, bearing in mind the level and objectives of economic development, the occupational structure and the state of general education in the various regions and in individual countries.

Studies on economic criteria for evaluating vocational training programmes and on the cost of vocational training made considerable progress in 1968. The first results of these studies were published in the International Labour Review. The replies to a questionnaire sent to vocational schools and enterprises in selected countries are now being analysed, to provide a basis for a decision on the possibility of publishing a comparative study on costs of vocational training. A study on training systems and incentives for training has been completed.

The first steps were taken in 1968 for the preparation of a study on the flexibility of occupational patterns. This study, like those on the costs and financing of vocational training at the national level, and on the economic and financial characteristics of vocational training systems in developing countries, is expected to be completed by 1971. Research in this field planned for the next three years will cover, in particular, the level, patterns and sources of spending on vocational training in selected developing countries, including spending by governments, employers and others; the economic and financial characteristics of vocational training systems in selected developing countries which have achieved rapid economic growth in recent years; and the functions and structure of tripartite national training bodies.

The integrated approach to the planning of education and training which was begun in 1968 in collaboration with UNESCO is to continue. The main emphasis will be on developing vocational training strategies for implementation of the World Employment Programme and its component regional plans. Whereas in 1967 and 1968 Latin America received the major share of attention, this will be shifted in 1969 to the study of Asian and African conditions and problems. This work will involve considerable research on the spot, extending into 1970, and an analysis of the regional data available on vocational training, with a view to drawing up training programmes under the Asian and African regional manpower plans, having regard to both the needs and the resources of the two regions.

A substantial volume of research was done in 1968 on the development of principles, methods and schemes of vocational training
for industry, transport, repair and maintenance and other services essential to the industrial infrastructure. Special studies are contemplated for 1969 with a view to defining methods of developing in-plant training in newly established undertakings, especially in industrial undertakings. The scope for greater use of mixed training schemes combining instruction in training centres with in-plant training will also be examined. Moreover, special attention will be paid to problems of standard-setting in the training field (job descriptions, training syllabuses, etc.) and an attempt will be made to draw up guidelines in these fields for the use of experts and training institutions. Over the past few years, special studies have been made of apprenticeship in industry and basic services (power supply, transport, construction) and of in-service training in small industries and the service trades. On the basis of these studies it is proposed to circulate in 1970-71 guidelines for the use of national authorities, employers' and workers' organisations and field experts, to assist them in improving apprenticeship and in-service training schemes.

It is intended to carry forward in 1969 and in subsequent years research on the training of vocational teachers, instructors and supervisors. A research unit has been established in collaboration with UNESCO to study teaching methods for the training of technical personnel for development. The unit is located in Turin in order that its work can benefit from the presence at the International Centre for Advanced Technical and Vocational Training of fellows coming from over seventy countries. The results of its research will be published. A meeting of experts will also be held in Turin in 1969 to draw up standards and recommendations concerning the policies to be applied by national bodies and industrial undertakings with respect to the functions, recruitment criteria and training methods of teaching staff in the field of vocational training for industry. The categories of personnel covered will include instructors for basic training, in-plant instructors, training officers and chiefs of in-plant training schemes.

Following the agreement reached in 1968 with UNESCO and the FAO in the field of agricultural training, guidelines for concerted action will be further developed and specified. Research under this heading will concentrate mainly on the preparation of training manuals and guidebooks for rural occupations and on research into rural training practices with a view to the elaboration of technical standards for the guidance of experts in this field. A preliminary survey of changes in patterns of vocational training for agriculture will be undertaken in order to determine whether there is a need for revision of the Vocational Training (Agriculture) Recommendation, 1956, having
regard to the many new developments that have taken place since its adoption. This survey will, it is hoped, make a major contribution to the World Conference on Agricultural Education and Training, which is tentatively scheduled for 1970 and is to be organised jointly by the FAO, UNESCO and the ILO in accordance with the recent inter-agency agreement.

To support all the above-mentioned research and planning, steps are being taken to develop vocational training statistics. A questionnaire on the planning and organisation of statistics of education (including vocational training), concerning in particular teachers, instructors and training facilities, was prepared and sent to all governments jointly with UNESCO, and a working paper based on the replies of European countries is to be submitted to an ECE/UNESCO/ILO working group. Statistics of vocational training are to be discussed by the Twelfth International Conference of Labour Statisticians in 1971.

*Trends in Technical Co-operation*

In terms of expert man-years, about three-quarters of our technical co-operation activities in the field of vocational training in 1968 related to industry (as distinct from training for rural, clerical, commercial and service occupations); together with management development, vocational training projects make up the bulk of the ILO contribution to the industrialisation of developing countries. The general nature of technical co-operation projects for industrial training underwent no significant change in 1968, the main interest of governments requesting assistance continuing to be in projects for the establishment or strengthening of schemes for in-plant training in industry as a whole or in certain sectors. No fewer than fifteen new Special Fund projects in this field had been approved or earmarked for approval by the end of 1968 and are likely to become operational in 1969. This unprecedented number of new projects is largely the outcome of the work of the five regional advisers on vocational training. Among the Special Fund projects terminated in 1968 mention may be made of that for the establishment of a centre for technical staff training and productivity in Cambodia; when the project was completed the centre was functioning effectively with national staff. The result of a project for the establishment of a metal industries development centre in China (Taiwan) was equally satisfactory. The objectives of a project for a vocational instructor training institute in Uruguay were also fully achieved.

In terms of regional distribution, the emphasis of technical co-operation projects in vocational training for both industrial and rural
occupations continued to be directed towards Africa (24 out of 72 projects in the former, and 12 out of 21 in the latter category). Rural training projects were concerned mainly with the prevocational training of rural youth and the training of rural artisans. No major projects were terminated in this field during 1968. It is to be expected that there will be closer inter-agency collaboration following the signing of the FAO/ILO/UNESCO agreement on agricultural training in May 1968. Special attention will be devoted to activities relating to functional literacy, in co-operation with UNESCO. These activities will be designed for both adults and young people who have not had any formal education; the ILO's interest in the matter arises from the fact that it is obviously easier to train people who are literate.

In the hotel and tourist trades the demand for projects in a large number of countries with tourist potential in all regions is rapidly expanding and ILO assistance is being requested for the training and upgrading of hotel and tourist service personnel at all levels. Project planning, evaluation and related studies will be intensified in 1969 to improve methods of developing new projects and carrying out those already in operation, with special emphasis on tourist industry training. It is proposed to begin in 1970-71 a comprehensive field study on methods of training required for the development of mass tourism in developing countries, primarily in Africa and the Middle East.

Although the volume of technical co-operation projects in the operational stage rose only slightly in 1968, the number of projects in preparation was almost double the figure for 1967. It is expected that in 1969 the ILO will be responsible for a total of some 100 vocational training projects, involving about 270 man-years of expert assistance, under the UNDP and that these figures will increase even further in 1970-71. In addition, it is expected that about sixty expert man-years will be provided in the field of technical co-operation under regular budget and trust fund projects. There will probably be a slight shift in emphasis from instructor training towards the strengthening of national vocational training institutions created and developed—often with the assistance of the ILO—during the past ten years or so. Increasing emphasis is likely to be placed on training for rural populations, on raising training standards in particular industries, on supplying well trained intermediate-level technical staff for accelerated industrialisation, and on broader and more efficient training within enterprises of all sizes.

**MANPOWER PLANNING AND ORGANISATION**

Most of the work in this field has been geared to preparing the World Employment Programme and is described above. In addition, a
number of activities not directly related to the Programme were undertaken in 1968.

A number of research projects are focused on the employment of persons who benefit from the limited educational facilities available in developing countries. Studies on the brain drain from developing to developed countries, and on the migration of high-level manpower from Latin America, were started in 1967 and some of their results were published in the International Labour Review in 1968. In 1970-71 it is proposed to undertake research in the field of vocational guidance and aptitude testing in developing countries, partly in order to check the growth of "educated unemployment" by assisting young people undergoing education to select educational and training paths leading to useful employment. Attention will also be devoted to ways of communicating with and advising out-of-school youth, which is usually uninformed about employment opportunities in the economy, and of selecting the most suitable candidates for training and employment, through the development of effective aptitude tests.

Several operational projects (in China (Taiwan), Malaysia, Tanzania and the United Arab Republic) have already resulted in the development of employment services and in a broader application of vocational guidance and aptitude testing for existing jobs. In other countries, such as Algeria and Libya, projects have succeeded in establishing or strengthening an administrative organisation for manpower planning.

Following the completion in 1967 of studies of manpower adjustment programmes operating in nine industrialised countries, further studies have been prepared on such programmes in three developing countries—India, Mexico and Turkey. These are to be published in 1969.

Although the employment problems of industrialised countries are of course less acute and widespread than those of the developing world, there is legitimate concern in these countries that the rapid pace of economic and technological change may create serious difficulties of adaptation and unemployment. The Office has therefore been pursuing its study of adjustment to technological change, and published in 1968, for the Second European Regional Conference, a report on manpower aspects of recent economic developments in Europe which has the effects of technological change on employment as one of its underlying themes. A study on the recruitment and training of labour in newly established plants using advanced technology was also completed. This study, which is being published in the series of CIRF monographs, 1

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1 International Vocational Training Information and Research Centre.
involved field work in both Western and Eastern European countries.

Two research projects will be undertaken in 1970-71 dealing with automation and manpower planning. They will examine the extent to which manpower planning currently takes account of the implications of advanced technology and will propose ways in which it might give them more adequate consideration. One of the projects will be undertaken in developing countries, while the other will focus on industrialised countries.

In view of the need to improve techniques for transferring modern technology to developing countries, and having regard to the manpower issues associated with such technology, the ILO is preparing to play a more active role in promoting the most rapid rate of technology transfer consistent with sound manpower policies. In 1970-71 it is proposed to draw upon the findings of the above-mentioned research projects, in order to ensure that plans for the transfer of advanced technology are developed with due regard for manpower considerations.

The recommendations on manpower adjustment programmes adopted by the meeting of experts on programmes of adjustment to automation and advanced technological change, held in May 1967, have been compared with the provisions of the international labour Conventions and Recommendations dealing with similar subjects. The analysis showed that about half of the experts' recommendations are not to be found in similar form in the Conventions and Recommendations already adopted by the International Labour Conference. Further consideration is therefore being given to the possible adoption of this topic as a Conference agenda item.

A study of the impact of automation on the employment of the disabled was started in 1968, and French and Spanish versions of the manuals on basic principles of rehabilitation and the selective placement of the disabled were made available for limited distribution. For the future, it is proposed to prepare a handbook on vocational rehabilitation and a monograph on pilot rehabilitation centres, and to co-operate further with the many national and international bodies active in this field. Regional training courses for rehabilitation staff are expected to continue. As regards country projects on vocational rehabilitation, there is now every indication that future requests for expert assistance will be mainly concerned with more specific aspects, e.g. sheltered employment workshops, vocational assessment and training centres for general and specific groups of disabled persons. Requests have been received from a number of African countries for ILO expert help on lines similar to those of the rehabilitation project completed in Ethiopia. This project was concerned with sheltered employment for severely disabled persons,
and has proved to be a particularly suitable type of project for developing countries. In general, the number of government requests for assistance with vocational rehabilitation projects seems likely to increase.

**YOUTH EMPLOYMENT AND TRAINING SCHEMES**

The rapid increase in the numbers of young persons seeking employment in most developing countries calls for youth employment and training schemes to enable young persons to earn a living despite shortcomings in their educational preparation. This requires that the ILO should co-operate closely with other agencies, particularly with UNESCO and UNICEF to achieve a balanced development of general education and vocational training, and with the FAO and UNIDO to improve the productive skills of rural and urban workers. In 1968 the ILO carried out preliminary research to determine what prevocational training should consist of and how it could be developed without undue additional cost for the countries concerned. These questions were considered at two meetings of experts held in Tunis and Geneva. In Tunisia and the Ivory Coast preparatory steps have already been taken to design comprehensive programmes covering all aspects of the preparation of young people for active life and new ways of enlisting their co-operation in development efforts. The first ILO Special Fund project for youth employment and training is likely to become operational in Tunisia during 1969.

Special youth training and employment schemes for development purposes are to be discussed by the 53rd Session of the International Labour Conference with a view to the possible adoption in 1970 of an instrument which is expected to mark a significant step forward in ILO activities in this field. Research on the subject, including exploration of the possibility of undertaking some cost-benefit analysis, is already being developed, especially through on-the-spot surveys of youth programmes, and should lead to the publication of a series of articles on youth problems in the *International Labour Review* and of a manual dealing with the organisation of youth mobilisation programmes. Another research project relevant to the employment of youth in developing countries is concerned with the peaceful use of military forces as an aid in providing useful employment for young persons.

A seminar on youth service programmes was held jointly with the United Nations in Denmark in November. It is proposed that in 1970 or 1971 the ILO should convene an inter-regional meeting of experts on the organisation and management of youth service programmes, to
examine management problems and the requirements of such programmes and to assess national experience in operating youth service programmes of various kinds. The experts would also be called upon to evaluate a cost-benefit analysis of such programmes and a general analysis of their economic and social justification, and to put forward conclusions regarding appropriate principles, standards or practices for the operation of these programmes.
CHAPTER III

DEVELOPMENT OF SOCIAL INSTITUTIONS

The ILO's activities connected with the development of social institutions relate to the following specific areas: participation of workers' and employers' organisations in economic and social policymaking; labour law and labour relations at all levels; labour administration; co-operatives and related forms of economic organisation; rural institutions concerned with all categories of rural workers, community development and land tenure; and workers' education.¹

In 1968 the main emphasis continued to be on research, complemented by practical action in the form of technical co-operation in all these fields. This dual effort of intensive and practical research in conjunction with regional and local efforts to apply the results of previous studies aims to promote the establishment and development at different levels of appropriate institutions, machinery and procedures which are necessary both to support national development efforts and to enable all sections of the population to participate freely and willingly in the process of development and modernisation.

Thus, the training activities undertaken in most of the above-mentioned fields are intended to strengthen the institutions involved in labour relations and to promote good labour relations practices: assistance was given to employers in the field of personnel management, and further ways in which the ILO can assist employers' organisations are being considered; it was given to trade unions through workers' education; and to governments by helping in the establishment of appropriate administrative machinery and legislation, and in the training of labour administrators. Systematic efforts are being made to achieve better co-ordination of activities undertaken in these and related fields.

Another important emphasis in this major programme has been on strengthening and promoting institutions and institutional reform in rural areas, so as to enable the rural populations, who constitute the majority of the population of most developing countries, to participate more effectively in, and to contribute more directly to, economic and social development.

¹ The six general objectives the ILO has set itself in these fields, which were mentioned on page 40 of my report on activities in 1967, remain unchanged.
These emphases will continue to be reflected in the ILO's work for the development of social institutions in the years to come; particular attention will be paid in 1969, 1970 and 1971 to continuing the research effort which is at present under way in this broad field.

RESEARCH ON PARTICIPATION IN DEVELOPMENT

Further progress was made in 1968 with the research started in 1966 in response to the resolution adopted by the Conference at its 48th (1964) Session concerning democratic decision-making in programming and planning for economic and social development.¹ A comparative study on this subject was pursued, and two further national monographs were prepared on the various means by which employers' and workers' organisations may be associated with the different phases of development planning, one dealing with Brazil being published in the International Labour Review. Two papers prepared in the previous year were also brought up to date and distributed: one of them deals with trends concerning institutional aspects of income policies in industrialised market economies, and the other with the participation of workers' and employers' organisations in the economic integration of Latin America.

The programme of research on participation in development was given a more regional slant. Several national monographs relating to Latin America were undertaken, and it is hoped to publish in 1970 a volume on the situation and problems in that region. A paper on the participation of employers' and workers' organisations and of other social institutions in economic and social development was prepared for the Second Session of the Inter-American Advisory Committee, held in January 1969.

A study of the impact of tradition on development in African rural societies was completed.

A new series of research projects on Asia was launched. The first of these projects is devoted to the role of Asian employers' organisations in economic and social development. It provides for the preparation of six to eight case studies of employers' organisations in Asia, to be followed in the second half of 1969 by a regional comparative study. Three case studies were undertaken in 1968. Similar studies are planned for Africa and Latin America in 1970 and 1971. Preparatory work for two other studies forming part of the research programme for Asia has started.

¹ See Appendix.
Studies on the role of trade unions in the task of development were pursued. A national monograph on the economic, social and cultural activities of trade unions was prepared, and it is hoped that a general study of that subject in developing countries will be ready for publication in 1969.

LABOUR LAW AND LABOUR RELATIONS

To help in the formulation of national policies and in the development of the methods and practices required for carrying them out effectively, the ILO continued over the year to assist governments on request in the development, revision or codification of national laws and regulations, and to study the various national systems of labour relations, as well as the factors that influence the growth of workers’ and employers’ organisations and the development of sound labour relations at all levels of the economy.

Draft national or regional monographs analysing methods of preventing and settling labour disputes in both industrialised and developing countries now number about a score, and several regional surveys of specific problems relating to labour disputes and their settlement have also been drafted in preparation for a general comparative study which it is hoped to publish in 1970 on this subject. A study of collective bargaining responses to problems arising from new technology is in preparation, and a substantial part of a draft manual for conciliators and arbitrators, with special reference to the needs of developing countries, is ready.

A review and analysis of the various factors that can foster or hamper progress in the field of labour relations in the developing countries is now in first draft form. Good progress is being made with a comparative study of the question of contract labour and its repercussions on labour relations. A law-and-practice report on the protection and facilities afforded to workers’ representatives in undertakings is being prepared for the discussion of this subject at the 54th (1970) Session of the Conference.

Rapid progress is also being made with the preparation of a manual on personnel management. Various studies—on the role of the third party in the settlement of grievances at the plant level, on individual employment contracts under the new labour codes of French-speaking Africa and on check-off systems—were prepared in 1968 for publication in the *International Labour Review*. In connection with the fiftieth anniversary celebrations, two articles on trends in the field of labour relations have also been prepared for publication in the *Review* in 1969.
While trends in the evolution of labour relations systems in industrialised as well as developing countries will continue to retain attention—especially as regards the promotion of collective bargaining, the improvement of methods of personnel management and the strengthening of employers' and workers' organisations in developing countries—special studies in future years will deal with the problems of socialist countries with regard to the structure of institutions responsible for labour affairs and the impact on labour relations of the new trends in the management of the economy.

Mention should also be made of an item of long-range research on industrial relations which it is proposed to undertake in 1970-71. The object of this research will be to identify and analyse the major trends in both industrialised and developing countries which are likely to influence systems and procedures of industrial relations: it is intended to serve as a basis for the long-term planning of the ILO's activities in this field.

As regards technical co-operation, an Asian regional seminar on personnel management and industrial relations was organised towards the end of the year in Jamshedpur, India, with the help of trust funds made available by the Danish Government. A seminar on the role of workers' and employers' organisations in economic and social development in Africa, held in Addis Ababa in December 1968, gave twenty-four high-level participants from government, employers' and workers' circles an opportunity for a broad exchange of views and experience on this subject. Under UNDP Special Fund projects for management development, personnel management experts worked as members of teams of international experts in eight countries in various parts of the world. Members of the team attached to the Inter-American Centre for Labour Administration gave courses in industrial relations; one member carried out an exploratory mission to Colombia concerned with the settlement of labour disputes, while another advised the Government of Peru on the preparation of a labour code.

The mission of an industrial relations adviser attached to the National Productivity Centre in Singapore came to an end in 1968. An expert advised and assisted the Government of Cyprus in connection with the establishment, operation and jurisdiction of an arbitration tribunal, and another advised the Government of Ethiopia on labour legislation and labour relations. Expert advice on labour legislation was given to the Governments of Algeria, Morocco and Somalia, and a number of fellowships were granted to persons from developing countries to study labour law and labour relations problems in other countries.
By providing for, and helping in, the training of trade union leaders, labour educators and union research officers, workers' education constitutes a major means of encouraging the growth of representative and effective workers' organisations. In view of the pressing needs in this area, the sum allotted to workers' education in the 1968 budget was 5 per cent higher than in the previous year. Within that total, the sum voted for technical co-operation was 10 per cent higher.

As in previous years, such co-operation comprised the holding of training courses and seminars and the assistance of ILO experts at the regional and national levels.

As part of a series of seminars on the role of trade unions in development planning, of which two had already been held in 1966 following suggestions made by the ILO Panel of Consultants on Workers' Education, an Asian seminar was held in New Delhi in October which brought together 26 participants from 8 Asian countries and 3 regional workers' education bodies. Another Asian seminar, on the role of trade unions in economic development, was organised in Taipei and was attended by 23 trade unionists from 5 Asian countries. In addition, an inter-regional seminar on new trends in workers' education was held in Singapore at the end of the year with the help of trust funds provided by the Danish Government.

Three regional experts continued to operate in Africa and Latin America. The two in Africa concentrated on the training of instructors and organised seven basic and refresher courses, whereas the regional expert in Latin America concentrated on following up at the national, sub-regional and regional levels action already taken under specialised workers' education projects such as the seminar on the participation of workers in development planning and implementation which had been held in Santiago de Chile in 1966. He also developed trade union research; in that connection, nine major regional courses and seminars were held with ILO collaboration.

Three series of advisory missions covering groups of selected countries and lasting from 6 to 12 months were carried out respectively in Guyana and English-speaking Caribbean countries; in Madagascar, Mauritius and Rwanda; and in Iraq, Jordan and Kuwait. In addition, national missions were carried out in Ghana, Kenya, Tanzania and Tunisia to develop specialised workers’ education activities and to strengthen trade union institutions such as research services. Fellowships and travel grants were also awarded to trade unionists.
In response to the resolution adopted by the Conference in 1967 concerning international co-operation, which called for the strengthening of ILO action in the field of workers' education, increased emphasis will be laid on development and participation and the bulk of a further increase in resources requested for 1970-71 is to be devoted to technical co-operation activities.

Contributions continued to be made in 1968 to workers' education programmes carried out by major trade union organisations and workers' education bodies. They included the provision of services of ILO specialists or experts to lecture on subjects within the ILO's competence, the supply of relevant study materials and the award of study grants to enable trade unionists to attend; more than 200 trade union leaders benefited from these awards. Eleven study courses were organised in Geneva for visiting groups of trade unionists at the request of national, regional and international trade union and workers' education bodies. Courses such as those prepared for Austrian, British and Scandinavian trade union leaders are held regularly each year. New groups were sent by the Central Board for Workers' Education, India, and by LO, the Danish trade union centre. Further collaboration with trade unions took the form of training unionists in the preparation and use of audio-visual aids, advice on the use of study materials, orientation of research or documentation work, provision of ILO and related publications for union libraries and answers to a variety of questions on the planning, organisation and administration of workers' education programmes.

New titles were added to the series of ILO workers' education manuals, booklets and guides, some of which have been re-issued in revised form. The Labour Education bulletin continues to be widely appreciated not only among labour educators and workers' organisations but also among a broader public. The Office continued to produce visual aids and to supply workers' education bodies with films and film strips and other educational equipment and aids. Experiments were made with educational methods and techniques, such as the use of radio and television. Preparations were made for research on social education for young workers, workers' education for plantation and agricultural workers, public support of workers' education, and universities and workers' education. Several articles on national experience concerning the last of these subjects are planned for publication in the International Labour Review.

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1 See Appendix.
The ILO continued to develop those of its activities that are directed to strengthening government services, public bodies and institutions of all kinds through which governments draw up and implement national social policy and control its development.

Good progress was made with two important research projects started in 1967. The study of labour inspection in countries where this has been entrusted, wholly or in part, to trade unions, culminated in an inter-regional seminar for French-speaking participants which was held in September 1968 in the USSR. As regards the other project, relating to the role of labour administration in formulating and implementing national social policies, information gathered through field missions and from replies to a questionnaire sent out by the Office early in 1968 was collated and analysed in depth. The scope of this project is to be broadened to include an analysis of the factors that affect the role, function and methods of labour administration at different levels and in different environments at different stages of development, as well as a review and evaluation of ILO technical assistance in this field, in order to assess priorities and to enhance the effectiveness of that assistance. The project should be completed in 1969, and the results will be published. As a first step in the preparation of a manual on the principles, methods and techniques of labour administration, an external collaborator is drafting a text concerning administrative arrangements for implementing social policy, considered in relation to the level of development of the countries concerned, and the operational problems of labour administration.

On the basis of the conclusions reached at the 52nd (1968) Session of the Conference on the question of labour inspection in agriculture, two reports were completed for the second discussion at the 53rd Session. Another report was in preparation for the discussion on labour administration at the Third African Regional Conference to be held in 1969.

Notable features of technical co-operation in this field were the activities of five regional advisers, the improvement of the two existing regional labour administration centres in Yaoundé and Lima, and the study of the feasibility of establishing two further centres, including one for the English-speaking parts of Africa. In all there were 27 technical co-operation projects in the field of labour administration, 12 at the regional level and 15 at the national level. The amount of aid provided totalled 17.5 expert man-years, equally distributed between regional and national projects. The training programme included fellowships for
labour administrators or specialist officers, aggregating over 31 fellowship-years (for 118 individuals). Comparatively few fellowships were for long studies outside the fellows' own regions.

The Advanced Training Centre for Labour Administrators at Yaoundé has been very successful, and the need to extend its activities was confirmed in 1968 as a result of a meeting of senior labour inspectors of the countries concerned, which was sponsored by the Centre. To consolidate the Centre and broaden the range of its activities, the Government of Cameroon has lodged a request for assistance from the United Nations Special Fund which is under active consideration. The efforts made to consolidate and improve the Inter-American Centre for Labour Administration in Lima included the organisation of long-term courses in Argentina and Colombia, a three-month basic regional course at the Centre, and advisory work in labour administration, labour law and labour relations.

A labour administration training course was held for officials of the English-speaking African countries. It was attended by 28 participants from 13 countries, and is to be repeated in 1969. Preparatory work was also being done for a higher-level seminar scheduled for 1969, which would cover some aspects of national planning, for senior officials and employer and worker representatives in the Asian region. Expert advice on labour administration was given to the Governments of Afghanistan, Ethiopia, Guinea, Morocco and Panama. A one-year mission in Cameroon concentrated on the co-ordination of legislative and administrative measures to be taken in both federated units for the implementation of the Federal Labour Code, which came into force in October 1967. Another expert assisted the Government of Chile in setting up a labour inspection service in agriculture.

Co-operative, Rural and Related Institutions

For many years now, a major part of the funds available to the ILO for the development of social institutions has been devoted to the promotion of co-operative societies and of rural institutions that can contribute to the improvement of conditions in the countryside and to the integration of indigenous peoples in national life. In 1968 operational activities in these sectors expanded slightly as funds became available from the UNDP Special Fund for a number of projects previously financed from other sources.

The regional advisers on co-operatives continued their activities in Asia, Africa, Latin America and the Middle East. They rendered considerable direct aid to the countries in their respective regions
through short-term advisory missions, as well as by preparing the way for a further extension of technical co-operation activities focused on programmes of education and training for co-operative employees and officers and government officials dealing with co-operative matters. In many instances practical assistance was also given or arranged in such matters as co-operative banking, insurance, transport and marketing.

The ILO was designated as the principal participating and executing agency for a number of Special Fund projects for the development of co-operative enterprises—in Cameroon, the Ivory Coast and Tunisia—which have entered the phase of preliminary operations.

A number of experts are still engaged on the development of co-operatives in Madagascar, and a request for the expansion of that work into a Special Fund project has been submitted to the UNDP. Co-operative education and training in Tanzania, which dates back to 1962, was discontinued at the end of 1968, the objectives in that field having been attained; however, the promotion of consumers' co-operatives continues. In 1968 the ILO was also operating co-operative development projects in Botswana, Brazil, India, Mali, the Philippines, Senegal, Sierra Leone and Zambia.

Practical activities in the field of co-operatives further included a joint ILO/FAO seminar on the co-operative distribution of consumer goods, which was held in Denmark, and an inter-regional training course and study tour held in the USSR on the theme of the role of co-operatives in the social and economic development of rural areas.

Recommendation No. 132 concerning the improvement of conditions of life and work of tenants, share-croppers and similar categories of agricultural workers was adopted at the 52nd Session of the Conference.

Notable progress was made under the programme of research on co-operative institutions, which may be expected to lead in due course to new approaches in technical co-operation activities. The first draft of a report on non-conventional forms of co-operatives was completed by the end of the year. The major part of a study on the role of co-operatives in the industrialisation of developing countries was also completed, under a subcontracting arrangement with the International Co-operative Alliance. A number of questionnaires were sent out for the preparation of the proposed international directory of co-operative organisations, and the material received in reply is being analysed. Three issues of Co-operative Information were prepared during 1968.

Eighteen members of the Panel of Consultants on Co-operation, from different countries in all parts of the world, attended a meeting at the end of the year to advise on various aspects of the ILO's activities
in that field. Giving their full support to the ILO’s operational and research activities, they made a number of suggestions, particularly with regard to a wider diffusion of the Co-operatives (Developing Countries) Recommendation, 1966.

To assist member countries in implementing their rural development programmes and to enable the Organisation to extend adequate technical co-operation in these fields, the Office continued its research into institutional development in rural areas as a means of stimulating participation by villagers and rural workers in programmes of modernisation at all levels. Two studies that had been begun in 1967 were completed with a view to possible publication at a future date: they deal with the role of agricultural organisations in the economic and social development of rural areas, and animation rurale as a method of stimulating participation by the population in rural modernisation programmes. A chapter on popular participation in land reform, with special reference to the role of peasants’ organisations in Latin America, was written as the ILO’s contribution to the joint United Nations/FAO/ILO Fifth Report on Progress in Land Reform. Further study of this subject is being carried out in conjunction with the Inter-American Committee for Agricultural Development (CIDA), and field research was completed at the end of 1968.

Twelve experts appointed in an individual capacity by the governments of seven countries of the Sahelian region of Africa met in Niamey in September to discuss problems of nomadism in their region and the most appropriate action which the ILO might take, in conjunction with other agencies, to help deal with those problems. The deliberations of the meeting may be expected to lead to a number of operational activities in the countries concerned.

The ILO continued during the year to provide technical co-operation for the improvement of institutions through which indigenous and other rural populations may learn to improve their lot and participate in the process of development. Two of the continuing projects under this heading, in the Kivu province of the Congo (Kinshasa) and in Burundi, were run in conjunction with the United Nations High Commissioner for Refugees. In Tanzania a preparatory mission in the field of integrated rural development was undertaken towards the end of 1968, in consultation with the FAO and the Swedish International Development Association.

As a direct result of work already carried out by ILO experts, including an inter-regional adviser on agrarian reform, and of the increased interest shown in agricultural development by the UNDP Special Fund,

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1 Chad, Ethiopia, Mali, Mauritania, Niger, Somalia and Sudan.
our activities in this field are likely to increase substantially. The ILO has already been designated as the principal participating and executing agency for an inter-agency Special Fund project for rural modernisation (rénovation rurale) in the Congo (Brazzaville). Work continued in 1968 on the proposed expansion of the Andean Indian Programme, and in that connection a request for a new project for the modernisation of rural life in the Andes was considered by the Governing Council of the UNDP in January 1969. This project concerns the three countries mainly involved in the existing Andean Indian Programme—Bolivia, Ecuador and Peru—and it is expected that the ILO will be designated as principal executing agency. Other similar projects, concerning the integration of indigenous peoples in a framework of general rural development in the Upper and Middle Guajira Peninsula (on the frontier between Colombia and Venezuela) and in the highlands of Guatemala, are due to be considered at forthcoming sessions of the Governing Council with a view to Special Fund financing, as are an integrated zonal rural development project in Burundi, a project for the development of rural areas and co-operatives in Colombia, and a project for the setting-up of a co-operative and rural development institute in Syria.

All indications point to a further increase in the range of operational activities with regard to co-operative, rural and related institutions during the 1970-71 biennium as a consequence of the preparatory work and action-oriented research carried out in 1968 and 1969. In particular it is expected that additional projects for the establishment of centres for the promotion of co-operatives will be started with the help of the Special Fund, and that the ILO will also be asked to carry out an increasing number of projects in rural development with Special Fund finance. Other requests for technical co-operation are also expected as the work of the regional advisers continues to bear fruit.

The ILO expects to be able to make a substantial contribution to meeting such requests, even if it is not given the leading role in the projects to which they give rise. Because there are organisations, intergovernmental and non-governmental, international and regional, which are actively concerned with certain aspects of co-operative and rural development throughout the world, the ILO will continue to make its technical experience available to them and to support the coordination of efforts. There will be increasing co-operation, in particular, with other agencies of the United Nations family, especially the FAO, UNESCO and UNICEF.
APPENDIX

ACTION TAKEN ON THE RESOLUTIONS ADOPTED
BY THE INTERNATIONAL LABOUR CONFERENCE
AT ITS 48th TO 52nd SESSIONS

The International Labour Conference unanimously adopted at its 46th (1962) Session a resolution inviting the Governing Body to request the Director-General to include each year in his report to the Conference a chapter setting out the steps taken to give effect to resolutions adopted at previous sessions and the results achieved. In pursuance of a decision taken by the Governing Body at its 152nd Session (June 1962), the Director-General's report to the Conference now regularly includes an appendix reviewing the implementation of resolutions adopted by the Conference over the previous five years.

The present appendix provides information on steps which have been taken in 1968 or are planned for 1969 to give effect to the resolutions adopted by the Conference at its 48th to 52nd Sessions. Some resolutions adopted at those sessions are not mentioned here because the action taken on them was completed before the last session of the Conference.

Resolution concerning Minimum Living Standards and Their Adjustment to the Level of Economic Growth

In this resolution, adopted at its 48th (1964) Session, the Conference invited the Governing Body to request the Director-General to study the interdependence of minimum standards of living and economic growth and to work out proposals for a revision of the Minimum Wage Fixing Machinery Convention and Recommendation, 1928, taking into account principles enunciated in the resolution.

After considering the report of a meeting of experts on minimum wage fixing and related problems, with special reference to developing countries, held in September-October 1967, the Governing Body decided at its 170th Session (November 1967) to have the report communicated to the governments of member States, and through them to employers' and workers' organisations, and to place the item "Minimum wage fixing machinery and related problems, with special reference to developing countries" on the agenda of the 53rd Session of the Conference. The Conference has before it two reports: the first contains a comparative study of national law and practice in respect of minimum wage fixing, and a questionnaire; the second reproduces replies from governments and a commentary thereon by the the Office and proposed conclusions which will serve as a basis for discussion by the Conference.

As part of a comprehensive programme to revise and bring up to date the various instruments concerning social security adopted before the Second World War, the Conference adopted in 1967 a new Convention and a new Recommendation concerning invalidity, old-age and survivors' benefits, and is due to consider and adopt at its 53rd Session similar revisions of the pre-war Conventions concerning sickness insurance.
A number of other studies concerning the questions raised in the resolution have already been prepared and published, and yet others are in course of preparation.1

Resolution concerning the International Institute of Labour Studies

At its 48th (1964) Session the Conference adopted unanimously a resolution urging member States to contribute to the Endowment Fund of the International Institute for Labour Studies and inviting the Governing Body to consider means of assuring the Institute of adequate financial resources. It further requested the Board of the Institute to establish working relations with national and regional institutions; to prepare a programme for regional study groups and conferences; and to consider the establishment of regional institutes associated with the Institute.

In 1968 the Institute intensified and diversified its activities in education for leadership in the labour and industrial relations field, international comparative research and the promotion of objective labour studies in accordance with a programme of expansion approved by its Board in 1966. The Institute took further measures, in conjunction with other competent bodies, scholars and practitioners in the labour and social field, to relate its regional or local activities to ascertained needs, particularly as regards the process of making labour policy decisions and as regards the contents of such decisions, with a view to economic and social development. It also broadened its information and promotion activities and continued to act as the world secretariat for the International Industrial Relations Association.

There has been no significant increase in the level of the Institute's Endowment Fund. Despite appeals from the Conference and the Governing Body and sustained promotional and fund-raising efforts by the Institute, the Fund has so far reached only about one-third of the approved initial target of $10 million. The majority of contributors to date have been governments of developing countries.

Resolution concerning the Concept of Democratic Decision-Making in Programming and Planning for Economic and Social Development

In this resolution, which it adopted at its 48th (1964) Session, the Conference called for the introduction of appropriate methods of consultation and participation where national programming or planning existed, and drew particular attention to the need for intensifying studies and research in the field of democratic decision-making, as well as for techniques of consultation and participation in all aspects of economic forecasting, programming and planning for economic development and social advancement.

To implement this resolution the Office has been conducting research as a result of which further articles were published in 1968 in the International Labour Review in the series of surveys of participation by workers' and employers' organisations in planning for social and economic development. A comparative study on the subject was due to be completed early in 1969. In addition, a study has been published (in Spanish only) on problems of participation and labour policy in the process of economic integration in Latin America.

1 For further details see Chapter I.
Problems connected with participation have also been discussed at a number of technical meetings and seminars, especially in the field of workers' education: a third regional seminar on participation by trade unions in planning was held in New Delhi in 1968 (the first two having been held in 1966 in Santiago de Chile and Dakar). Participation has also been included among the items for discussion at the Second Session of the Inter-American Advisory Committee and at the Eighth Session of the Iron and Steel Committee in 1969. On the basis of research findings, experience acquired in technical co-operation activities and decisions adopted by successive meetings, the Office should be able, in the near future, to extend advice to national governments on concrete measures for action in this field.

Resolution concerning the Programme and Structure of the International Labour Organisation

At its 48th (1964) Session the Conference adopted a resolution on the programme and structure of the ILO in which it asked the Governing Body to request the Director-General to prepare a report on and an analysis by major categories of all the proposals submitted to the Conference at its 47th and 48th Sessions; to transmit these to all member States and employers' and workers' organisations; and to request them to express their views on the proposals. The Governing Body was also asked to consider, as a matter of priority, the implementation of such proposals as might be within the competence of the Governing Body and to inform the Conference of the action taken on them, and to consider referring those proposals within the competence of the Conference to one or more of its forthcoming sessions.

The Governing Body set up a working party to make recommendations to it on these matters. A report reproducing the five reports of the working party that have already been communicated individually to the Conference at its 49th, 50th, 51st and 52nd Sessions is being submitted to the present session of the Conference for consideration under the ninth item on the agenda. The report also includes summaries of the observations and proposals submitted by governments and employers' and workers' organisations concerning the matters considered by the working party, and relevant extracts from the minutes of the sittings of the Governing Body at which the five reports of the working party were discussed.

It may be recalled that a number of the recommendations of the working party relating to structure and procedures have already been implemented by the Director-General, the Governing Body and the Conference itself.

Resolution concerning the Activities of the International Labour Organisation in the Field of Employment Policy

At its 48th (1964) Session the Conference adopted a resolution concerning ILO technical co-operation in the field of employment policy which called for the expansion of ILO research and technical co-operation activities regarding employment problems and policies. In particular, it recommended that experts and manuals should be provided to help in defining and implementing employment policies, developing manpower information programmes and employment services, training workers for productive employment and improving labour statistics. Research into employment problems and policies, it was urged, should be expanded with a view to practical evaluation of experience gained in different countries, and
assistance should be given to member States in organising regional meetings on employment problems and policies.

The Office has continued to carry out extensive activities along the lines suggested by this resolution. In 1968 the number of technical co-operation projects implemented in developing countries to assist in manpower planning and assessment and employment promotion increased substantially, to a total of sixty-three. Several manpower planning projects with manpower service components were being prepared for submission to the UNDP; two of these were to be considered by the UNDP in 1969. ILO experts have continued to conduct training courses on human resources planning at the African, Asian and Latin American institutes for economic and social development planning. Similarly, ILO rural employment experts lectured and conducted field research on the employment aspects of rural development at the Regional Fundamental Education Centre for Latin America (CREFAL) and the Arab States Fundamental Education Centre (ASFEC). A study course on manpower planning and operational services was held in Tokyo for participants from Asian countries, and a seminar-cum-study tour on rural employment and training was organised in 1968 for representatives of several countries in South-East Asia in the course of which they were able to exchange experience and examine improved methods of promoting rural employment. The subject of employment policy has also been included in a number of workers' education seminars and courses, and a new workers' education manual on employment is in preparation.

Research has continued, particularly to develop methods of assessing the need for productive employment and skilled manpower in the rural areas of developing countries. Technical guidelines have been drawn up for the use of experts in the field. Under a number of operational projects, governments have been helped to formulate and apply nation-wide policies and programmes or comprehensive and intensive projects for selected areas. The primary objective of the latter projects is to develop and test a variety of measures in the field with a view to applying successful methods on a wider scale.

Employment levels and vocational training needs were discussed at a technical information meeting on the Ottawa Plan for Human Resources Development, held in Rio de Janeiro in October 1968. The Ottawa Plan is the first regional manpower plan to be launched and was, in part, inspired by this resolution.¹

Resolution concerning Women Workers in a Changing World and Resolution concerning the Economic and Social Advancement of Women in Developing Countries

In these resolutions, adopted at its 48th (1964) Session, the Conference called for an expansion of the activities of the Office in the field of women's work, including research and information, with particular reference to vocational training, the effects of technological progress on employment and skill, conditions of work, social security and health, and called for an expansion and intensification of ILO work directed expressly towards the advancement of women workers in developing countries.

During the period under review the Office has continued research into the vocational preparation of girls and women, and it is planning to study this problem further in the coming years with a view to giving effect to the

¹ For the regional plans and the World Employment Programme of which they form part see Chapter II.
resolution adopted by the International Labour Conference in 1968.\textsuperscript{1} The Office is also studying the impact of technological change on employment, skill, conditions of work and health, and is giving appropriate attention to the special problems confronting women in conditions of rapid change. The questions of equal pay and non-discrimination in employment on the ground of sex are being followed closely, particularly through the regular procedures for supervision of the application of the relevant international instruments.

More women in the developing countries are being reached each year by the ILO's technical co-operation activities, particularly in the field of prevocational and vocational training, and by the workers' education programme. Moreover, the ILO is co-operating with the United Nations in the preparation of a long-term programme for the advancement of women in the developing countries, particularly through improved access to training facilities of all kinds and to employment.

\textit{Resolution concerning Part-Time Employment}

At its 48th (1964) Session the Conference adopted a resolution in which it invited the Office to study the question of part-time employment, with particular reference to its precise definition, the number and nature of part-time employment opportunities and the number and characteristics of persons who have or seek such employment.

At its 160th Session (November 1964) the Governing Body noted that an international survey of part-time employment covering fifty countries had been published in the \textit{International Labour Review} in October-November 1963 and that further studies would be made in due course.

Material is being collected and a fresh study of the question of part-time employment may be undertaken within the next few years, subject to other commitments and priorities. In the meantime, in view of the increasing importance of this type of employment in a number of countries, special aspects of the subject will be featured in ILO reports or in the \textit{International Labour Review} whenever appropriate.

\textit{Resolution concerning Maternity Protection}

In this resolution, adopted at its 48th (1964) Session, the Conference noted that few countries had ratified the Maternity Protection Convention, 1919 (No. 3), and the Maternity Protection Convention (Revised), 1952 (No. 103); it appealed to member States to guarantee the application of those Conventions to all women workers, and requested the ILO to include the question in the agenda of a forthcoming session of the Conference.

Since the resolution was adopted, one further ratification of Convention No. 3 and two of Convention No. 103 have been registered, bringing the total number of ratifications to 25 and 10 respectively.

At the 49th (1965) Session of the Conference the Committee on the Application of Conventions and Recommendations took note of certain difficulties that arose in applying some of the provisions of the two Conventions. However, it considered that the difficulties of application were not such as to call for revision of Convention No. 103, since the limited number of ratifications did not seem to be due, in most countries, to basic differences between national legislation and the Conventions.

\textsuperscript{1} See below, p. 80.
Resolution concerning Paid Educational Leave

In a resolution concerning paid educational leave, adopted at its 49th (1965) Session, the International Labour Conference invited the Governing Body to request the Director-General to compile information concerning legislation, collective agreements and other arrangements relating to paid educational leave, and in the light of that information to undertake surveys with a view to the adoption of an international instrument on the subject by the Conference.

Measures have been taken to obtain from national trade union centres information concerning the law and practice in their respective countries with regard to the provision of paid leave for various educational purposes. The material obtained has formed the basis for several articles describing the various patterns of educational leave, which have been published in the ILO bulletin Labour Education.

It is intended to use the material already published and other information available to the Office for a preliminary study on paid leave for various educational purposes to be carried out in 1969. This study would constitute the basis for a law-and-practice report on paid educational leave, should the Governing Body decide to consider placing this question on the agenda of a future session of the Conference.

Resolution concerning the Conditions of Employment of Domestic Workers

At its 49th (1965) Session the Conference adopted a resolution calling on the one hand for studies and research on the problems of domestic workers in both rural and urban areas, directing particular consideration to the problems of women workers, and on the other for the convening of a meeting of experts to examine, inter alia, the possibility of drafting a model contract or a code of guiding principles for the protection of the working and living conditions of domestic workers; and also suggesting that, on the basis of the above-mentioned studies and research, consideration be given to placing the question of the conditions of employment of domestic workers on the agenda of an early session of the Conference, with a view to the adoption of an international instrument.

At its 163rd Session (November 1965) the Governing Body authorised the Director-General to request member States, by means of a questionnaire, to provide detailed information on the legal provisions pertaining to domestic workers in their countries; and requested the Director-General, in making future proposals for the programme of work of the Office, to take into account the needs of this category of workers.

A questionnaire was dispatched to governments in 1967, and replies have now been received from more than seventy of them. These replies are being analysed, as other commitments permit, and further plans will be made once the analysis has been completed.

Resolution concerning the Industrial Activities of the International Labour Organisation

In this resolution, which it adopted at its 49th (1965) Session, the Conference called for the strengthening of the Organisation's activities in the industrial field. Referring in particular to the Industrial and analogous Committees, the Conference advocated a review of how the industrial activities of the Organisation could best contribute to the success of its over-all programme, for example in respect of standard-setting and
technical co-operation and in specific regions, and suggested the convening of tripartite or bipartite meetings to review, for both the private and the public sector, the needs and social and economic problems of industries and branches of occupation which had not yet been dealt with by the ILO. It also suggested that consideration should be given to the establishment of a joint committee to deal with the problems of the public service, and that the problems of small-scale industry and handicrafts, particularly in developing countries, should be examined by a tripartite advisory committee or by other appropriate means.

The recommendations made in this resolution are taken into account in framing the Office's programme of work. The functions and scope of the Industrial and analogous Committees, and the ways in which their activities can best be co-ordinated with the over-all programme of the ILO, have been the subject of detailed consideration by a working party set up by the Governing Body Committee on Industrial Committees. The working party has also examined the choice of agenda items for meetings of those Committees, the follow-up of such meetings, their frequency, other possible methods of dealing with industrial problems, and the extent of future ILO activities in that field. In 1968, on the basis of the reports of the working party, the Committee on Industrial Committees made certain recommendations which are to be considered by the Governing Body at its 174th Session (February-March 1969). Recommendations concerning certain other aspects of the work of the Industrial and analogous Committees are contained in the third report of the working party on the programme and structure of the ILO, which has already been submitted to the Conference.

The Governing Body decided at its 167th Session (November 1966) to set up a Joint Committee on the Public Service which is due to meet in the second half of 1970.

The problems peculiar to handicrafts and small-scale industries in developing countries have been examined at two inter-regional seminars organised for the purpose, viz. a technical meeting and study tour on the management of small enterprises (Turin, September-October 1968) and a meeting of experts on the role of handicrafts in the national economy in developing countries (New Delhi, November 1968). In addition, a three-month field research study has been carried out in two Latin American countries (Chile and Peru) to determine what constraints limit entrepreneurial activity in the small enterprise sector.

Resolution concerning the Carrying Out by the International Labour Organisation of Studies of the Social and Economic Consequences of Disarmament

In this resolution, which it adopted at its 49th (1965) Session, the Conference invited the Governing Body to request the Director-General to continue to work closely with the Inter-Agency Committee on the Conversion to Peaceful Needs of the Resources Released by Disarmament, which reports to the Administrative Committee on Co-ordination (ACC), and to keep the Conference and the Governing Body informed both of the work of the ILO in the field of the economic and social consequences of disarmament and of the activities of the Inter-Agency Committee.

The ACC had indicated from the outset that the work of the Inter-Agency Committee would be fruitful only if additional information were supplied by the governments of member States. In 1966 the ACC noted that, while a number of replies had been received to a questionnaire sent
out for the purpose, they contained no fresh information of sufficient significance to permit further progress on the matter.

There have been no fresh developments since 1966 to permit of further progress in this field by the Inter-Agency Committee, and hence it has not been possible for the ILO to continue its study of the implications for governments, employers and workers of decisions directly related to disarmament.

Resolution concerning National Labour Departments and Other Public Institutions Responsible for the Administration of Labour Matters

Recalling the guidelines on the organisation and working of national labour departments adopted at its 36th (1953) Session, the Conference adopted at its 50th (1966) Session a resolution in which it invited the Governing Body to call the special attention of the governments of member States to the importance of strong labour departments capable of giving effect to labour policy; to use technical co-operation and other appropriate means to develop the efficiency of labour departments; and, in the light of developments since 1953, to consider the desirability of again placing on the agenda of the Conference the subject of the organisation and working of public institutions responsible for the administration of labour matters.

At its 167th Session (November 1966) the Governing Body authorised the Director-General to give early attention to this matter in the future work programme of the Office. In 1968 technical co-operation in this field was intensified and improved, and arrangements were made for a thorough discussion of the subject of labour administration, on practical as well as policy grounds, at the regional level, in preparation for consideration of the desirability of further discussion of the matter by the General Conference.

Resolution concerning Special Youth Training and Employment Programmes

Recognising the importance of the problems of training and employment of young people and emphasising the need for a new approach to assist member governments in this matter, the Conference adopted at its 50th (1966) Session a resolution concerning special youth training and employment programmes, in which it called for the preparation of a report on the experience of member States with special youth programmes, including national service programmes; consideration of the desirability, within the limits of the possibilities afforded by ILO programmes, of examining the problem of youth employment and training within national civic service programmes at regional meetings; and the inclusion of an item on special problems of youth training and employment in the agenda of an early session of the Conference.

At its 170th Session (November 1967) the Governing Body decided that the agenda of the 53rd Session of the Conference should include an item concerning special youth training and employment schemes. The Conference has before it this year a first report on the subject, containing a questionnaire, which was sent to all member States, and a second report, prepared on the basis of the replies, containing proposed conclusions with a view to the adoption of a Recommendation.

An inter-agency approach to youth problems is being pursued within the United Nations family of organisations, as recommended by inter-agency meetings on youth held in 1967 and 1968. The ILO participated in the regional meeting on youth employment and national development of the
Economic Commission for Africa (Niamey, May 1968), where a discussion of the extent and character of unemployment among African youth in the various countries was on the agenda. The conclusions of that meeting were taken up at the fourth ad hoc inter-agency meeting on youth (Geneva, July 1968), where it was also suggested that an attempt be made to seek the cooperation of the international non-governmental organisations in inter-agency action programmes, and that volunteers be employed in youth schemes. The ILO is looking into this possibility. A joint UN/ILo inter-regional seminar on youth service programmes was held in Copenhagen in November 1968, in collaboration with the Government of Denmark, to consider guidelines for the development of national youth service schemes.

A major aim of the prevocational training schemes which are being developed for a number of countries is to increase the employment prospects of underprivileged young people in rural and urban areas. In May 1968 a study group on prevocational training met in Tunis to collect information on different schemes in African and Asian countries. A meeting of experts on the programming of prevocational training schemes was also held in Geneva in September 1968 to recommend policies and lines of action in this respect for developing countries.

**Resolution concerning Workers' Participation in Undertakings**

At its 50th (1966) Session the Conference adopted a resolution which called for a study of the various methods currently used throughout the world to enable workers to participate in decisions within undertakings. The resolution also called for the convening of international seminars to discuss the problems involved and to exchange views and experience, and requested that consideration be given to placing this question on the agenda of a future session of the Conference.

A first step in the implementation of the resolution was the convening, in pursuance of a decision taken by the Governing Body at its 167th Session (November 1966), of a technical meeting on the rights of trade union representatives and the participation of workers in decisions within undertakings, which was held in Geneva in November 1967. One of the reports submitted by the Office to the meeting dealt specifically with the subject of participation of workers in decisions within undertakings and described the various methods currently used throughout the world to enable workers to participate in such decisions. The meeting came to the conclusion that this subject was not ripe for discussion by the International Labour Conference with a view to drawing up an international instrument, but that the question should be the subject of a broader exchange of views and practical experience at the international level through seminars, technical meetings or other similar meetings. Certain experts considered that such an exchange of experience might take place in a committee of the International Labour Conference, if the question were placed on its agenda for general discussion rather than with a view to formulating an international instrument.

At its 171st Session (February-March 1968) the Governing Body authorised the Director-General to distribute the report and the documentation prepared for the meeting and to transmit them to the governments of member States, and through them to the employers' and workers' organisations concerned, for their information and possible comments, and to take note of the views expressed by the experts in developing future ILO
technical co-operation and research activities and in preparing proposals for the agenda of future sessions of the International Labour Conference.

In accordance with that decision the documents in question were despatched to the governments of member States, and it is now intended to publish the report submitted to the technical meeting, as well as extracts from the report adopted by the meeting, as a volume in the Studies and Reports series.

**Resolutions concerning Co-operation**

At its 50th (1966) Session the Conference adopted two resolutions concerning co-operation. The first concerned the role of co-operatives in economic and social development and invited member States to provide periodically information to the interested national and international organisations concerning co-operative action in their countries, and to give due consideration to the idea of international co-operative banking with a view to increasing the availability of financial aid from international sources for co-operative development.

The ILO programme and budget proposals for 1970-71 include an item concerning a study of the possibility of establishing international machinery to finance co-operative credit. A world-wide joint study of the subject, with reference to all kinds of co-operative societies, by the ILO, the FAO, the International Co-operative Alliance and the International Federation of Agricultural Producers is now contemplated as a result of consultations between those organisations.

The second resolution referred specifically to developing countries and invited the international bodies concerned to collaborate among themselves and with member States in aiding and encouraging the promotion of co-operatives in developing countries.

The ILO has continued to work with international organisations and member States in furthering co-operative development. Three Special Fund projects for the establishment of co-operative promotion centres have been approved by the Governing Council of the UNDP. In addition, discussions have taken place, in particular at a meeting in October 1968 of representatives of the ILO, the FAO, the International Co-operative Alliance and the International Federation of Agricultural Producers, to determine the objectives, methods and means of action for joint promotion of co-operatives in developing countries.

**Resolution concerning the Code of Practice on Safety on Board Fishing Vessels**

This resolution, adopted by the Conference in 1966, urged that the proposed international code of practice on safety on board fishing vessels be finalised and adopted at the earliest possible date.

A joint ILO/FAO/IMCO meeting of consultants on the safety of fishing vessels, composed of advisers or experts available to the participating organisations, was held in Geneva in September 1968 and adopted a final text of the first section of the code, dealing with the fundamentals of safety and health for fishermen. The draft will now be submitted to the executive bodies of the three organisations.

The second part of the code, which will cover safety and health requirements in the construction and equipment of fishing vessels, is to be prepared in due course by the ILO, IMCO and the FAO as a joint project.
Resolution concerning the Future Work of the International Labour Organisation on Fishermen's Questions

In this resolution, adopted by the Conference in 1966, the Governing Body was requested to consider the convening of further meetings of the Committee on Conditions of Work in the Fishing Industry, with a view to studying a number of questions relating to fishermen.

Conditions of life and work in the fishing industry are under continuous review by the Office. There are no plans to hold a further meeting of the Committee in the near future.

Resolution relating to the Fiftieth Anniversary of the International Labour Organisation

At its 51st (1967) Session the Conference adopted a resolution deciding to celebrate in 1969 the fiftieth anniversary of the International Labour Organisation, through national and international activities aimed at promoting understanding and support of the aims of the Organisation.

In compliance with Governing Body decisions on the implementation of this resolution, the Director-General approached the governments of member States and submitted to them a series of suggestions for the celebration. These suggestions were aimed primarily at promoting activities that could have a lasting effect on the welfare of the workers of the world. The ratification of a number of Conventions, particularly those dealing with human rights, was one of the steps suggested. National campaigns by means of television, radio, cinema and the press, featuring the technical cooperation activities of the ILO, were another. Parliamentary debates, the issuing of special ILO fiftieth anniversary postage stamps, round-table meetings, university debates, seminars, national art exhibitions, concerts, etc., were also suggested as events that would attract public interest to the ILO's objectives and activities.

Intergovernmental and non-governmental organisations—particularly workers' and employers' organisations among the latter—were also approached with the same object in view.

The replies received so far have been encouraging. About a hundred countries have announced that they intend to participate in the celebration. A number of them have created national tripartite committees to organise it. The response from international, regional and non-governmental organisations has also been positive.

The celebrations will culminate on 29 October 1969 (the opening date of the First Session of the International Labour Conference in 1919) with national ceremonies in a number of countries.

Resolution concerning Occupational Health, Occupational Diseases in General, and the Special Measures to Be Taken for the Prevention and Control of Occupational Cancer

At its 51st (1967) Session the Conference adopted a resolution inviting the Governing Body to request the governments of member States to report on the application of the Occupational Health Services Recommendation, 1959 (No. 112), in order to assess what further action should be taken towards the implementation of the resolution adopted by the Conference at its 43rd (1959) Session concerning the possibility of adopting a Convention on this subject; to request the Director-General to take the necessary steps with a view to implementing the resolution adopted by the Conference at its 48th (1964) Session concerning the revision of the list of occupational
diseases; and to give careful consideration to the whole question of occupational cancer with a view to developing suitable measures for its prevention and control.

As regards the first point, it should be borne in mind that Recommendation No. 112 is one of the instruments on which governments have been requested to submit reports in 1969 under article 19 of the Constitution. The information that will thus become available may be expected to enable the Director-General to consider to what extent and by what means more effective application of the principles of the Recommendation may be achieved.

With regard to the second point—the revision of the list of occupational diseases—the possibility of convening a meeting of experts has been under consideration since 1964, but until now other more urgent matters have prevented any decision being taken in this respect. The matter remains under review and will be borne in mind by the Director-General when he is called upon to establish priorities in agreement with the Governing Body.

As regards the third point—the action to be taken with a view to the prevention and control of occupational cancer—the Office is at present assembling the necessary documentation for the preparation of a review of the whole problem which will enable the Director-General to decide what steps should be taken to give effect to this part of the resolution. It may be noted that the Office recently published, in conjunction with the International Atomic Energy Agency, a code of practice on radiation protection in the mining and milling of radioactive ores, including a technical addendum. One of the purposes of publication was the prevention of occupational cancer due to the inhalation of radon and radioactive dusts.

Resolution concerning the Development of Human Resources and Resolution concerning International Co-operation for Economic and Social Development

In 1966, at its 50th Session, the Conference adopted a resolution expressing a desire for closer co-operation between the organisations in the United Nations family with a view to strengthening measures to develop and make better use of human resources and to train national personnel at all levels systematically and on the basis of long-term plans and programmes; it further invited the Governing Body to request the Director-General to give his full support to these measures, to give high priority to the preparation by the Office of studies on the training, development and utilisation of human resources, and to undertake and give support to regional, area and national projects in the development of human resources by training schemes and other programmes designed to meet special needs and requirements.

In a resolution adopted at its 51st (1967) Session the Conference invited the Governing Body to request the Director-General to co-operate fully with the Secretary-General of the United Nations in furthering planning for concerted international action for the period after the Development Decade; to prepare plans for intensifying ILO action, including target-setting in the field of employment and training and improvements in conditions of work and life, as well as the periodic publication of progress reports, so that international action in the period after the Development Decade might form a concerted attack on world poverty; to assist member States in overcoming problems of structural adjustment resulting from the expansion of international trade and from technological change by providing guidance with respect to the implementation of active manpower
policies in conformity with the Employment Policy Convention and Recommendation, 1964, and with respect to the promotion of training and retraining of workers in conformity with the Vocational Training Recommendation, 1962; to continue activities to ensure the widest understanding for the requirements and possibilities of international co-operation for development. by strengthening ILO action in the field of workers' education and management development, and through programmes to assist workers' and employers' organisations in developing countries in establishing machinery for participation in the preparation and execution of economic and social policies; and to prepare on the occasion of the fiftieth anniversary of the ILO in 1969 a world plan for employment and human resources development, setting forth the objectives and concrete measures required by the ILO to meet urgent economic and social development needs and calling for intensive and co-ordinated tripartite action to develop and employ human resources, improve conditions of life and work and develop social institutions.

The ILO again made a substantial contribution to the report of the Secretary-General of the United Nations, prepared in response to Economic and Social Council resolution 1274 (XLIII), on the development and utilisation of human resources, which was issued in April 1968.

The *Programme and Budget for the Year 1969* provides for the formal launching this year of an ILO programme for employment and training in the developing world. The World Employment Programme will be largely based on regional programmes, proposals for two of which, for the Americas and Asia, have already been endorsed by regional conferences (Ottawa, 1966, and Tokyo, 1968), while details of the third, for Africa, are being submitted this year to the Third African Regional Conference.

Intensive preparations for the launching of the World Employment Programme were made in 1968. Regional inter-disciplinary teams of experts are already at work in Latin America and Asia, carrying out the first steps of the plan for each region, and the groundwork has been laid in Africa to enable a team to start work in that region in 1969. A comprehensive description of action taken or proposed in connection with the World Employment Programme is given in Report I (1), in Chapter II of the present report, and in the programme and budget proposals for 1970-71.

The ILO is maintaining close contact with the United Nations Centre for Development Planning, Projections and Policies, which has undertaken a preliminary study, in consultation with the specialised agencies, with a view to developing a common, consistent and practical framework for activities by the specialised agencies and other United Nations bodies during the Second Development Decade. A preliminary sketch of international development strategy for the 1970s was prepared by the Centre and transmitted to the ILO for comment, together with a questionnaire asking for views on such matters as the appropriate development strategy for matters within the ILO's sphere of competence and quantitative implications of alternative target rates of economic growth for training and employment. Replies were communicated to the Centre at the end of 1968. To facilitate close co-operation with the United Nations and to help ensure that the activities related to employment promotion carried out by the ILO under the World Employment Programme form part of an integrated international development effort in the 1970s, a senior ILO official has been attached to the Centre for twelve months.

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Measures of employment and social policy that can facilitate structural adjustment in the predominantly industrialised countries of Europe as a result of technological change and growing international competition from developing countries in the traditional industries of the region are examined in the reports prepared for the Second European Regional Conference.

The ILO is continuing to give special attention to the institutional problems which development raises in the labour field, and to reinforce those of its activities which increase the ability of employers' and workers' organisations to participate in the framing and execution of economic and social policy. Apart from activities in the field of participation in development planning reported above, the Office has undertaken a programme of research into the various forms of social participation in rural and industrial development. These studies should provide fresh information concerning the detailed nature of the institutional prerequisites for development, and should also provide guidance for a more accurate assessment of what is being done in the way of counselling, education and training with respect to labour legislation and administration, co-operative development, the promotion of rural institutions and organisations and workers' education. With respect to workers' education the ILO has continued its activities in four main areas: training of trade unionists for participation in the planning and implementation of development policies; training of trade unionists for action in co-operatives; trade union research and documentation services; and special techniques of workers' education adapted to new media. Extensive studies are under way to find new means of providing assistance to developing countries for economic and social development through management development and productivity improvement projects. This work is being conducted in collaboration with other members of the United Nations family, and special arrangements have been made with UNIDO concerning co-ordination of programmes.

Resolution concerning the Influence of Rapid Population Growth on Opportunities for Training and Employment and on Welfare of Workers

In this resolution, adopted at its 51st (1967) Session, the Conference invited the Governing Body to request the Director-General to undertake a comprehensive study on the influence and consequences of rapid population growth on opportunities for training and employment and on the welfare of workers, with particular reference to developing countries, and to submit proposals to the Governing Body, in the light of such a study, on the further action that might be taken by the ILO within its field of competence and in close co-operation with the United Nations and other competent national, regional or international organisations.

A preliminary draft of the study together with tentative proposals on the broad lines of ILO action in the population field was presented by the Director-General to the Governing Body at its 173rd Session (November 1968). The Governing Body decided that the preliminary draft of the study should be revised in the light of its discussion and published. It also endorsed the proposals for ILO action in support of appropriate national and international efforts to moderate population growth in developing countries.

Particular attention is to be paid to the provision of information and education to workers on population and family planning questions through

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1 See p. 64.
activities in such fields as workers' education, co-operatives and personnel management, and to the furnishing of family planning services to workers' families through social security and other occupational medical services. For the latter task the Director-General is examining, in consultation with the WHO and the United Nations, the advisability of convening a meeting of experts.

Resolution concerning Action by the International Labour Organisation for Migrant Workers

In this resolution, adopted at its 51st (1967) Session, the Conference invited the ILO to intensify its activities to stimulate and co-ordinate the efforts of member States on behalf of migrant workers, to urge member States to ensure equality of economic and social treatment between migrant workers and nationals, to request member governments to report on their law and practice with regard to Article 6 of the Migration for Employment Convention (Revised), 1949 (No. 97), and to consider the preparation of a report to the Conference on the working of this Convention.

The Director-General has communicated the resolution to member States and to interested organisations as requested, and the Office is continuing its activities giving effect to it, particularly through supervision of the application of Convention No. 97 by the twenty-nine countries which have ratified it. The Office has been associated with the preparation by the Council of Europe of a European migrant workers' charter modelled on Convention No. 97. In addition, the ILO has continued to co-operate with such bodies as the Commission of the European Communities, the Council of Europe, the Central Commission for Rhine Navigation and the Organisation of Central American States in assisting member States to develop a network of multilateral Conventions to safeguard the social security of migrant workers. Assistance has also been given in the drafting of a bilateral social security convention for seafarers, to be concluded between the Congo (Kinshasa) and Belgium.

Resolution concerning the International Labour Organisation and Technical Co-operation

At its 51st (1967) Session the Conference adopted a resolution, including conclusions, on the ILO and technical co-operation, which laid down new guidelines relating to fields of priority, arrangements for the preparation, implementation and evaluation of programmes, and the participation of employers' and workers' organisations in ILO technical co-operation activities.

The Conference expressed the view that, in the circumstances prevailing in the developing countries, ILO technical co-operation should aim at employment promotion, within the framework of development plans: this is one of the basic objectives of the World Employment Programme.

The desire that programming procedures should be simplified was taken into consideration when at its 173rd Session (November 1968) the Governing Body established new criteria to govern technical co-operation activities financed from the ordinary budget of the Organisation. Other views expressed by the Conference, on such subjects as the importance to be given to pilot or experimental projects essentially aimed at perfecting or trying out new methods specially adapted to the needs of countries at different levels of development, the provision of refresher courses for experts, and the setting aside of a part of the available resources for evaluation purposes, were also reflected in the new criteria.
As regards evaluation, the Office took part in two over-all evaluation missions, to Ecuador and Iran, in the early part of 1968. The teams were informed of ILO technical co-operation activities in the countries concerned, arrangements were made for consultations between members of the teams and ILO field staff, including experts and chiefs of project, and detailed comments were submitted on the draft reports of the missions.

The special attention of governments has been drawn to the wish expressed by the Conference that the participation of employers' and workers' organisations in technical co-operation activities should be organised systematically, taking account of national practice, and through governments the Office is collecting information on the types of national machinery used to facilitate this kind of participation. Another step taken by the Office, on its own initiative, has been to suggest to governments that when forwarding experts' final reports on ILO technical co-operation activities they should send copies to employers' and workers' organisations in their countries.

**Resolutions on Agrarian Reform**

A resolution on agrarian reform, with particular reference to its employment and social aspects, was adopted by the 49th (1965) Session of the Conference. It called for a long-term programme of ILO activities in research and studies, technical co-operation and standard-setting and related activities in close collaboration with the other agencies concerned, in particular the United Nations and the FAO. At its 51st (1967) Session the Conference adopted a further resolution, concerning the International Labour Organisation and agrarian reform, requesting the Governing Body to arrange for consideration of the aspects of agrarian reform falling within the competence of the ILO, with particular reference to employment and social aspects, at future sessions of the Conference.

A Recommendation concerning the improvement of conditions of life and work of tenants, share-croppers and similar categories of agricultural workers was adopted at the 52nd Session in 1968.

Various aspects of agrarian reform are also continuing to receive attention under the ILO's operational programme, and this is likely to be the case in the future as more Special Fund projects, for which the ILO may be the main executing agency, are approved and implemented in the field of co-operatives and rural development.

**Resolutions concerning Human Rights**

In recent years the Conference has adopted four resolutions dealing either with human rights in general or with particular aspects of the subject.

Thus at its 48th (1964) Session the Conference adopted a resolution concerning freedom of association. This resolution called for a study of the possibility of including in the Constitution of the ILO certain essential principles contained in the Freedom of Association and Protection of the Right to Organise Convention, 1948, and the Right to Organise and Collective Bargaining Convention, 1949; consideration of means of strengthening the machinery for the protection of freedom of association; and consideration of the inclusion of the whole question in the agenda of an early session of the Conference. It urged all governments to co-operate fully in strengthening the activities of the ILO in the field of freedom of association, and to ratify and apply the two Conventions in question.
At its 50th (1966) Session the Conference adopted a resolution concerning the contribution of the ILO to the International Year for Human Rights in 1968. This resolution called for various forms of action on the part of governments, workers' and employers' organisations and the ILO itself for the advancement of human rights, such as the ratification and implementation of ILO human rights standards, a review and assessment of the role of the ILO in the field of human rights, and the co-ordination of the various human rights activities of the ILO into a significant concerted programme.

A resolution concerning the international Covenants on human rights and the measures which the ILO should adopt in regard thereto was adopted by the Conference at its 51st (1967) Session. This resolution invited member States of the ILO to consider early ratification of or accession to the international Covenants on human rights, and urged member States to ratify and implement as soon as possible the Conventions in the field of human rights already adopted by the International Labour Conference. It also invited the Governing Body to undertake a comparative study of the relevant provisions in the Covenants on human rights and the international labour Conventions and Recommendations adopted in this field, so as to be able to assess how the ILO could best assist in further promoting the protection of fundamental human rights. Finally, the Conference decided to take the provisions of the Covenants into consideration, as soon as they came into force, in the development of the ILO's standard-setting activities.

In 1968, at its 52nd Session, the Conference adopted a resolution concerning action by the ILO in the field of human rights, and in particular with respect to freedom of association. To a considerable extent this resolution reiterates the requests made in the three resolutions referred to above. Thus, after requesting all governments of member States to cooperate fully in strengthening the activities of the ILO in regard to human rights and freedom of association, condemning all discriminatory practices, colonial oppression, denial of freedom of association and all other infringements of human rights, urging member States to take immediate steps to eliminate such injustices, and calling for the submission of a report to the 53rd (1969) Session of the Conference on the steps taken by member States to eliminate such violations of human rights, it calls on the ILO to co-ordinate research, publicity, technical co-operation projects, advisory missions and standard-setting activities into a significant concerted human rights programme of the ILO, to which the necessary additional financial resources should be given; to intensify its efforts to ensure the ratification and application by all member States in 1969 of ILO human rights standards; to study, further, the best way of strengthening the machinery of the ILO for the protection of human rights and in particular freedom of association; to consider further standards in the field of freedom of association and other basic human rights; to recommend all member States to undertake national measures or international agreements to ensure equality of economic and social treatment between migrant workers and nationals; and to appeal to all member States to announce and effectively grant before the end of 1968 a general amnesty or pardon to all trade unionists under arrest or sentence because of trade union activities, and to inform the Director-General thereof.

The major aspect of the ILO's activities in 1968 in relation to human rights was, of course, the review by the Conference at its 52nd Session of ILO action in the field of human rights, on the basis of the Director-General's report The ILO and Human Rights. In the light of this review and in response to the requests formulated by the Conference in its above-
mentioned resolutions of 1966 and 1968, the Director-General in his programme and budget proposals for 1970-71 indicated the action proposed under the various programmes to promote a wider application and enjoyment of the human rights with which the ILO is especially concerned.

The ILO has also continued to collaborate closely with other international organisations concerned with human rights. It contributed actively to the International Conference on Human Rights convened by the United Nations in Teheran in April-May 1968, as well as to a number of United Nations human rights seminars, two of which dealt with racial discrimination and freedom of association respectively.

Following a request by the Governing Body at its 170th Session (November 1967), the Director-General will submit to the Governing Body at its 174th Session (February-March 1969) a comparative study of the relevant provisions in the international Covenants on human rights and the ILO Conventions and Recommendations adopted in this field, as a basis for consideration of further ILO action.

With specific regard to the resolution concerning action by the ILO in the field of human rights and in particular with respect to freedom of association, the Director-General, in pursuance of decisions taken by the Governing Body, has addressed two communications to the member States. In the first of these, governments were requested to inform the Director-General of the measures taken to give effect to the appeal for a general amnesty or pardon for trade unionists before the end of 1968; governments were also invited to inform the Director-General in due time of the measures envisaged or taken in response to the appeal in the resolution for ratification and application of international labour standards concerning human rights. The Director-General is following with close attention the response of governments to these appeals and has submitted progress reports at intervals to the Governing Body. The second communication addressed to governments drew their special attention to the other matters dealt with in the resolution.

With regard to the provision in the 1968 resolution calling upon the Director-General to report to the Conference on the steps taken by member States to eliminate violations of human rights, the Conference, which in 1968 already had before it a general survey on reports concerning the two Conventions on forced labour, will in 1969 have placed before it a special survey, based on reports under article 19 of the Constitution, on the effect given by non-ratifying States to seventeen key Conventions selected for the purpose by the Governing Body. These Conventions include all the general instruments dealing with fundamental human rights.

As regards the strengthening of the ILO machinery for the protection of human rights, in particular freedom of association and other basic human rights, the Governing Body at its 173rd Session (November 1968) decided to include in the agenda of the 54th (1970) Session of the Conference the question of trade union rights and their relation to civil liberties. In addition, the Governing Body will have before it at its 174th Session (February-March 1969) certain proposals submitted by the Governing Body Committee on Freedom of Association with a view to making the procedures of the Committee more effective.

Resolution concerning the Vocational Preparation of Girls and Women

In this resolution, which it adopted at its 52nd (1968) Session, the Conference drew attention to the fact that equality of treatment between
men and women with regard to vocational preparation is a precondition for the improvement of the situation of women on the employment market. It expressed the view that it was opportune to define specific guidelines for the vocational preparation of girls and women, and invited the Governing Body to include the question of the vocational preparation of girls and women in the agenda of an early session of the Conference with a view to supplementing the Vocational Training Recommendation, 1962 (No. 117), in order to promote equality of treatment between male and female workers.

The Governing Body has requested the Director-General to keep this resolution in mind when making proposals for the agenda of forthcoming sessions of the International Labour Conference and also on the occasion of any revision of Recommendation No. 117. In view of the importance of the question of the vocational preparation of girls and women, the Office is to proceed with the necessary preparatory research work in this field and will also undertake appropriate consultations with a view to clarifying the possible content of the guidelines which it might be desirable to develop in order to spell out the accepted principle of non-discrimination and ensure girls and women full access, on a footing of equality, to all vocational guidance, training and retraining facilities and to encourage them to make full use of their opportunities.

Resolution concerning the Outflow of Trained and Highly Qualified Personnel from Developing Countries

In this resolution, adopted at its 52nd (1968) Session, the Conference called upon the Governing Body to request the Director-General to study all the aspects and factors involved in the outflow of trained and highly qualified personnel from developing countries; to submit the conclusions of those studies to the Governing Body not later than at its 175th Session with recommendations for action by the ILO in co-operation with the United Nations and the specialised agencies and by the countries concerned; and to communicate to the United Nations any information on the problem at the disposal of the ILO.

As was pointed out during the discussion of this resolution at the Conference, ILO activities with regard to this problem were already expected to expand. In 1968 the Office completed a study of the conditions of employment of scientific and technical personnel, which covered the employment prospects and special circumstances of such highly skilled personnel, including the problems caused in various countries through shortages aggravated by the brain drain. The regional employment plans take account of the particular importance of high-level personnel to developing countries, and also of the need to develop statistics which will give a reliable account of gains and losses experienced through migration. In addition to attempting to ascertain the extent of the problem, the ILO has begun to gather information on measures which could conceivably serve as the basis for international and bilateral agreements to limit or reduce the loss of high-level personnel from developing countries, or the negative effects of those losses.

The ILO is co-operating with the United Nations and other specialised agencies in carrying out research in this field. It has itself undertaken two studies of the brain drain, in consultation with UNESCO and the United Nations Institute for Training and Research. One is designed to determine the size of the outflow of trained and highly qualified personnel and its repercussions on economic development in developing regions, to describe the measures that have been or could be taken to reduce the outflow by
removing some of its causes, and to explore the possibility of developing a system for compensating countries of origin for their outlay in educating and training qualified emigrants. The other, which is being carried out in Latin America within the framework of the regional employment plan, will devote particular attention to countries and categories of occupations in which the outflow is causing special concern. One objective of the study will be to determine which problem areas or countries, or both, require research in greater depth by means of case studies.

Resolution concerning the Promotion of Adequate National Institutional Arrangements, Particularly the Association of Workers' and Employers' Organisations, in Relation to Technical Co-operation Activities of the ILO at National, Regional and International Levels

In this resolution, which it adopted at its 52nd (1968) Session, the Conference invited the Governing Body to request the Director-General to continue to examine and to implement practical measures designed to encourage the close association of workers' and employers' organisations with the technical co-operation activities of the ILO. Other measures to be taken in this connection were the carrying out of a study, in co-operation with other international and national organisations, of existing national institutional arrangements with labour and management for such association; and a survey of the association of national training facilities with ILO operational activities and their utilisation for regional or sub-regional projects. The Conference also recommended that a favourable response be given, where feasible and as appropriate, to requests for technical assistance submitted by employers' and workers' organisations. Further, it referred to the need for effective collaboration between those organisations and ILO field staff, and indicated that the co-operation of such organisations should be secured for a comprehensive programme of evaluation of national and regional projects.

As a first step towards implementing this resolution, the Committee on Operational Programmes of the Governing Body will examine the action to be taken on this resolution at its meeting in November 1969. Meanwhile it may be noted that similar references to the participation of employers' and workers' organisations in ILO technical co-operation activities were made in the conclusions appended to the resolution on the ILO and technical co-operation (see page 77), adopted by the Conference at its 51st (1967) Session.

Resolutions concerning the Vocational Rehabilitation of the Disabled

At its 49th (1965) Session the Conference adopted a resolution concerning the vocational rehabilitation of disabled persons, with particular reference to the implementation by member States of the Vocational Rehabilitation (Disabled) Recommendation, 1955 (No. 99), and the measures and techniques employed by them to rehabilitate the disabled for new forms of employment.

In pursuance of a decision taken by the Governing Body at its 163rd Session (November 1965), a questionnaire on the subject was sent to twenty highly industrialised member States. On the basis of the information obtained a study for eventual publication is now being undertaken with regard to the effects of technological change on employment opportunities for disabled persons.
At its 52nd (1968) Session the Conference adopted another resolution concerning disabled workers, in which it reaffirmed the importance of Recommendation No. 99, and called for ILO studies—on such matters as the right of disabled workers to rehabilitation, the adaptation of employment policies to provide the widest possible range of job opportunities for the disabled, co-operation between employers' and workers' organisations in this field, the development of specific vocational rehabilitation facilities, the granting of assistance for vocational rehabilitation and the establishment of information and education programmes—so as to provide the Governing Body with information on the basis of which it could consider whether the Conference should examine the question of the possible revision of Recommendation No. 99 or the possible adoption of a new international instrument.

At its 173rd Session (November 1968) the Governing Body requested the Director-General to carry out such studies and to consider in due course the desirability of placing the subject on the agenda of a future session of the Conference.